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Contents for April 1942

EDITORIAL COMMENT.....*A. W.* 190

LEADERSHIP IN A DEMOCRACY.....*H. A. Overstreet* 192

LOS ANGELES COUNTY STREAMLINED.....*Wayne Allen* 196

BRITISH UTILITIES WEATHER THE BLITZ.....*Connery Chappell* 202

OGLEBAY—THE PEOPLE'S PARK.....*Paul K. Morris* 207

KANSAS CITY'S MUNICIPAL SHOW.....*Joe L. Gambrell and Harold A. Levin* 212

ON THE LOCAL FRONT.....*Zilpha C. Franklin* 215

THE RESEARCHER'S DIGEST: APRIL..... 218

CONTRIBUTORS IN REVIEW..... 221

NEWS IN REVIEW..... 222

Editors: *H. M. Olmsted,* City, State, Nation, 222; *Elwood N. Thompson,* Citizen Action, 228; *Elwyn A. Mauck,* County and Township, 233; *Wade S. Smith,* Taxation and Finance, 234; *George H. Hallett, Jr.,* Proportional Representation, 237

BOOKS IN REVIEW.....*Elsie S. Parker* 241

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National Municipal Review

Editorial Comment

Danger! "Democracy" at Work

WHEN things appear to be going fairly well in a community—and even when they don't—it is extremely difficult to persuade people to take a serious interest in public affairs, particularly financial.

Good officials worry about this; venal officials are glad of it.

Many thoughtful civic leaders have decided it is possible only on rare occasions to arouse any considerable proportion of the population to a point of genuine interest and that, even when it can be done, interest can be sustained only briefly. Therefore average conditions become bad, bad conditions become worse, and finally there is a brief revolt to "throw the rascals out."

Citizen groups and officials frequently unite in urging attendance by voters at budget hearings; but the result is almost always disappointing. Either no one comes or the only questions are those raised by representatives of anti-spending organizations or by "gimme" groups.

But, stay! The picture may not be as gloomy as it seems. No less a bulwark of democracy than Jersey City provided an outstanding demonstration recently of an embattled citizenry on the march to do something about that budget. And no wonder, for the Jersey City tax rate even under the old budget was $52.18.

It was a grim and determined crowd which came early and overflowed the large, expensively impressive room. Finally the five members of the commission filed in and took their seats. They were headed by "Boss" Hague himself who had come up from Florida for the occasion to do his duty as mayor. He smiled easily, quite confident "his" people would ask no questions about the budget which he would be unable to answer to his own satisfaction.

One man, a young lawyer, arose and asked a question. "Boss" Hague barked at him. The young man barked back. The crowd applauded —Hague. It booed and hissed the young man. Like a college cheering section, the crowd set up the chant, "Pass the budget! Pass the budget!"

So the "hearing" groaned, hissed, booed and shouted on to an uninformative conclusion, and no one knew any more about the mysteries of Jersey City budgets than before. And no one, except the troublesome young lawyer, seemed to want to know.

Could these embattled citizens, who stormed City Hall with fire in their eyes and a determined set of their chins be regimented public employees and their relatives?

The temptation to suspect "Boss" Hague of aping Hitler's methods should be resisted. After all, Hitler has been on the scene for only about ten years. Hague ran Jersey City while Hitler was still painting houses.

The Man Behind the Man Behind the Gun

THERE is much talk nowadays about the necessity of raising a fully equipped, trained army at least seven million strong to wage war abroad. We can certainly draft that number of men for military service. But we can't turn them into an efficient modern army unless "the men behind the men behind the guns" are trained and efficient. And that means that we must now make the civil service what it must be—the basis of military efficiency.

Before the army rates a man as an officer or technical expert, he has to prove that he is qualified for and capable of performing the duties involved. The morale of Private Jones would be shot to bits if he knew his welfare and his life were in the control of a top sergeant who had been given his rank and authority not because of fitness but because he had done campaign work for some political boss.

Private Jones may not realize that some man behind a government desk may be a more decisive factor in his life—or death—than his own top sergeant. This man behind the desk is "the man behind the man behind the gun." He *should* be at that particular task because he has qualified for the responsibilities of that particular position—not because he knew somebody who knew somebody who knew a politician.

To fight this war successfully *government* as well as labor and industry must go all out for efficiency. That means application of the merit system throughout the army of public employees—federal, state, and local—on which the welfare of our fighting forces depends.

Public appointments based on merit system tests are not merely desirable—*they are a military necessity.*

America's war expenditures will probably reach $100,000,000 a day before the end of 1942, and the army of public employees—federal, state and local—an all time high of 5,000,000.

To win the war the American people will gladly shoulder the burden of heavy taxes and personal sacrifices. The only stipulation they make—and they have a right to make it—is that their sacrifices shall not be made in vain. They are willing to pay for equipping an army. They are willing to give up personal and business "life as usual" for that purpose—but they want this purpose to be accomplished without hampering red tape, incompetence, patronage waste, and political corruption.

In time of peace, government efficiency is *desirable* because it is economical. In time of war it is *vital* because waste, incompetence, and delay mean not only lost dollars and lost prestige, but lost battles and needlessly sacrificed lives.

Reprinted from Good Government, January-February, 1942

Leadership in a Democracy

Nothing matters more, at a time when democracy is facing a crisis, than the type of people who, as leaders, exert influence upon our community life.

By H. A. OVERSTREET
Trustee and Lecturer, Town Hall, New York City

THERE is no greater privilege than to be a leader in a democracy. But there is no type of leadership that requires more of the leader, for the essence of democratic leadership is that it enlists the voluntary and cordial coöperation of the led. It cannot merely command; it must win consent. The democratic leader knows how to make his followers actually feel power themselves, not merely acknowledge his power.

Democratic leadership, in short, releases leadership. This means that the democratic leader has not only to be an understander of people; he has to care enough about them to try to release the powers that are in them.

Today democracy is being put to the severest, most brutal test it has ever suffered. We are told that only one kind of leader is effective—the leader who, divinely inspired, knows it all and tells it all to his obedient people. We are told that our democratic belief in leadership of and by and for the people is nonsense.

Stupid as we may seem to be to the dictators, however, we Americans will go on believing that in every area of life—business, medicine, teaching, government, the home—there can be leadership of the democratic sort, and that out of this millionfold leadership there can be built a society fit for decent people to live in.

Leadership is a human relation. No matter what the field in which the leader operates, he is no leader unless he actually *leads*. If no one follows he marches along in stately —or unstately—loneliness. In order to get others to follow, he must be the kind of person who awakens positive, coöperative response in others.

There are individuals who awaken only negative responses. For example, the self-pitying individual. He loudly and continuously tells how unjustly he is treated; how others are preferred before him; how much more brains he has than others; how little regard is given to his superior ability.

Another is the self-excusing type. Things do not turn out according to expectations, and he is ready to place the blame anywhere save upon himself.

A third is the self-appropriative type. In my own field of work I know of men who have lost standing with their colleagues because the word has got about that when good work is done by their subordinates, they take the glory to themselves. We like the person who gives most of the credit to others. We like this not only because of its modesty and generosity, but because we are

then able to believe that the man is genuinely more interested in what he is able to achieve than in the fame that comes with the achievement.

Too much self-regard destroys the confidence of others. There is, however, another attitude that is equally destructive of leadership: too little regard for others.

There is, for example, the executive who bawls you out. Every individual who bawls you out should realize that when he does so he diminishes your ego-feeling.

Discipline by Consent

There is a good deal of confusion about this matter of keeping up a disciplinary front. Psychologically, there can be no genuine discipline unless it is self-imposed—unless it is discipline by consent. Discipline wholly from the outside—by insulting commands, scoldings, vituperations—may make scared robots; it never makes self-respecting followers of respected leaders.

It may be said of all such individuals that they have failed to realize the very first principle of democratic leadership, namely, that it is a human relation which, when it is successful, raises the ego-feeling both of leader and led. As Baden-Powell once said: "A leader is someone who makes you feel two inches taller."

When leadership is genuinely democratic, it is always a mutual affair. Leader and led must be equally the object of concern.

A leader, to be great, must *carry the destiny* of those he leads. A father is a genuine leader in his family if he carries the destiny of his wife and children as his own.

The essence of great personality is the power imaginatively to project oneself into others. Obviously, the antithesis of the great leader is the person who is wrapped up wholly within his own skin. Being so circumscribed, he is unable to sense the feelings of others. As likely as not he will go counter to what they feel and desire. *Per contra,* the individual best equipped for leadership is he who is sensitive to what is going on in others. Every leader must be something of the poet; something of the novelist. Poets and novelists have the power in high degree to live into life outside themselves. This gives them their wide range of insight, their wisdom about life external to their own skins.

Psychologists call this the power of empathy. This is more than sympathy which means "a suffering with." It is an actual living into the other; an experiencing as he experiences. It is the power to put oneself in the other's place and feel as he does.

A great, democratic leader must have this empathetic power. Whether individuals are born with it, or whether, if they are not born with it, they can develop it, we do not yet know. It would seem that some are endowed with this power even from childhood, while in others it does not show itself until later in life —often after the stress of difficult experiences. In any event, the person who is without this sensitiveness to the feelings of others has an emotional blind spot in his makeup which will prevent his effective leadership of his fellows.

A leader must have the kind of mind which is ill at ease in the *status quo*, the kind which is imaginatively aware of a still-better. To lead means to go somewhere; the genuine leader goes toward something that is more satisfying than the place where average folk are content to stand.

Seeing Beyond the Seen

In any field, therefore—business, science, government, teaching, and the rest—a leader is never a stand-patter; never a reactionary; never a worshipper of things as they are. The great leader inevitably has the forward-looking, forward-moving mind. In business or industry he is the man who sees ways of doing things that average men in business or industry do not see; in science or medicine or education or statesmanship he is out on the firing line, far beyond his more timid and stationary-minded fellows. With all real leadership there goes a seeing beyond the seen, a loyalty to what the ordinary, plodding, average man regards as nonsense. The Socrates, Galileos, Lincolns, Fultons, Wrights have all had this quality of seeming to the populace to be a bit touched in the head.

Thus the essential word to all who would be leaders in a democracy is: "Be courageous about something that the lagging world does not yet believe. Be willing to break conventional habits of thought and behavior for the sake of forming new habits more adequate to the human adventure."

Finally, the leader is one who must turn idea into accomplishment, or he remains only an almost-leader.

This power to translate idea and imagination into deed requires a certain courage. It is a kind of "crossing the Rubicon." We are safe as long as we live within the subjectivity of our own ideas. Once we cross the fateful river and translate our ideas into outer form, however, we enter the public world, place ourselves at the mercy of our fellows, and must now stand or fall by their decision.

Lincoln contemplating the Emancipation Act might have remained forever a contemplator. To be the great leader he was, he had to turn his contemplation into decision. He had to translate the subjectivity of idea into outer enactment.

And so we may say that a leader in any field must have creative courage. He must not only have ideas that go beyond the average and beyond what is accepted—he must be willing and able to put them to the test.

The leader is never a yes-man. It requires no courage to be a yes-man. To do in Rome as the Romans do has never been the mark of a great personality. To do in Rome what the average Romans have not thought of doing—this is to be a leader among men.

It is not given to everyone to have either the mentality or the courage to move ahead of his fellows and have them follow him. Most people seem to be condemned to a certain averagism. It is the privilege of the leader—one which carries with it a high obligation—to see a bit more

clearly and to move a bit more surely.

Nothing matters more, at a time when democracy is facing a crisis, than the type of people who, as leaders, exert influence upon our community life. It is necessary that they should be wise in the meanings of a free society and in the methods by which these meanings can be realized.

Leadership Training

High on our agenda today, then, must be measures for the training of democratic leaders. The schools and colleges have here a heavy responsibility; for democratic leadership is not something that one takes on today and puts off tomorrow. It is something that must have its slow maturing through the years.

Once we rid ourselves of the notion that democratic leadership is an invidious affair—a way of being more conspicuous and more powerful than one's neighbors—teachers can explore the ways in which young people are best helped to develop the qualities essential to leadership in a democracy.

The responsibility, however, lies also upon the community and the nation. Men and women are now actually doing the work of leading—in the home, the professions, business, in voluntary groups like the luncheon clubs, Y.M.C.A., League of Women Voters, non-partisan leagues, community forums, etc. These men and women could be greatly helped by the chance to take stock of themselves, to pool their ideas and methods, to build for themselves a clear conception of the qualities needed by leaders in a democracy.

Last spring the Town Hall of New York inaugurated a Leadership School which attempted to provide just such an opportunity. Men and women from widely varying groups came together for three weeks to study problems of program planning, the management of voluntary organizations, and to practice methods of clarifying and communicating ideas through lectures, discussions, panels, etc. This summer in Albany the Association of Colleges and Universities in the State of New York is conducting a workshop on discussion techniques and group thinking. Other organizations have undertaken similar ventures, notably adult education councils.

Now that we are in the midst of an intense effort to bring our democratic energies to bear upon winning both the war and the peace, it is particularly imperative that we organize leadership conferences throughout the country. They can be brief —for a few days, or a week or more. Even in so short a time men and women already on the job can learn much that is valuable for increasing the effectiveness of their work.

Happily, in our society we already have a large body of men and women —those whom we call adult educators —who have been, ever since the last war, consciously tackling the problems of group and community organization. These people are already prepared, therefore, to suggest what might be called a "curriculum for leadership." They know from their own experience what problems repeatedly crop up to harass the or-

(Continued on Page 211)

Los Angeles County Streamlined

Most examples given involve reduction of costs. But it should not be implied that sole emphasis has been placed on economy. No savings have been made at the expense of desirable public service.

By WAYNE ALLEN
Chief Administrative Officer, Los Angeles County, California

WHAT are the accomplishments —and the problems—of Los Angeles County under its "chief administrative officer," an office created in September 1939 by ordinance of the County Board of Supervisors.

If the present setup is regarded as the manager plan Los Angeles County, with its three million people, is the largest manager county in the country. However, the plan does not strictly follow the manager formula. The most fundamental distinction is the fact that this office is primarily the administrative agency of the Board of Supervisors, designed to carry out the will of the board majority, rather than a distinct separate office established by the voters with a rigidly prescribed mandate as to its powers and duties.

How well has the idea of a chief administrative officer worked out? In order to answer such a question we must apply what yardsticks we have, and the most commonly accepted yardstick is the tax rate.

This office was created because of public indignation when, in 1938, the tax rate jumped from $1.41 to $1.51 despite an increase in assessed valuations. Since that time the rate has successively declined. In 1939 it dropped to $1.4973; in 1940 it went down to $1.4749 and last year it dropped to $1.4627. The reduction for the three years totals a fraction under five cents.

The tax rate, however, is only a rough yardstick. It is a reliable index only if certain factors, including the services rendered by the governmental agency, remain constant, and this has not been the case in Los Angeles County.

The same items which had been forcing the tax rate upward before a chief administrative officer was appointed are still operating. These consist mainly of certain inescapable costs made mandatory by state law.

Our legislature, in viewing the public relief problems some years ago, decided to make California the most generous state in the union and voted old-age security grants of $40 a month, blind-aid grants of $50, and children's aid grants averaging $22. Counties must contribute to these grants, and the effect on county finance has been almost disastrous.

For example, in 1938-39, when the tax rate touched its high point, Los Angeles County's net contribution to these mandatory grants totalled $4,319,716. Since then its forced contribution has reached $9,504,796, an increase of $5,185,080. This in terms of the tax rate means an increase of 21 cents.

Thus, while cutting the tax rate almost five cents, it was necessary

to absorb through economical administration an increase for these inescapable items totalling 21 cents.

All indices of public opinion indicate that the taxpayers would never submit to a return to the old system. There have been two elections since the office of chief administrative officer was created and no supervisor has been defeated. Because it has no charter basis, the office can be abolished by a vote of three members of the Board at any time, but the Chief Administrative Officer still enjoys the support of the supervisors.

Centralized Control

The main advantage of the office is in the centralized controls it provides over the fifty-odd departments of the county: budget controls which restrict spending, personnel controls under which authority is required for the filling of all positions, and other administrative controls which attach to an office of this kind.

Its value, too, lies in the facility which it provides for planning, for coördinating departmental efforts, and in the transfer of administrative details to a single head, thereby allowing the Board of Supervisors more time for matters of policy.

The county has made substantial savings in such factors as insurance, indemnity bonds, and rent; it has effected economies by a general reduction in overhead costs by simplification of procedures and by elimination of unnecessary functions. It has eliminated two departments entirely, reorganized others, and a short time ago completed arrangements with the City of Los Angeles Health Department for joint, instead of duplicated, milk inspections.

By modernizing and mechanizing office procedures operating costs have been reduced. Equipment installed in the office of the County Clerk for making photo-copies of records has resulted in a saving of more than $3,000 a year.

The county is now mechanizing procedures concerned with the printing of the assessment roll, extension of taxes, automatic printing of tax bills, and accounting and apportioning of collections which, it is anticipated, will result in a saving of $40,000 a year in the Assessor's office alone. An equal saving may be anticipated by an extension of mechanization to the offices of the Auditor and Tax Collector.

Budget procedures have been improved. Until 1940 the annual budget was always adopted two months after the start of the fiscal year; now the budget is adopted prior to the start of the new year. The quarterly allotment plan has been established, permitting the impounding of savings at the close of each quarter. The Chief Administrative Officer submits a budget message along with his budget recommendations which explains all increases or decreases, by departments, shows the increases or decreases in personnel, and provides other pertinent data to assist the Board of Supervisors and the public in properly evaluating his recommendations.

Los Angeles County is unique among counties inasmuch as it contains densely populated metropolitan areas which have never become in-

corporated and which accordingly have looked to the county to supply the services which ordinarily would be rendered by a municipality. The county was not receiving adequate fees for the health, fire, and other types of inspection services it was rendering in these districts. As a result of a survey and adjustment of fees the total license fee revenue for 1941 was $620,000 as against $439,000 for 1940.

The Purchasing and Stores Divisions have been combined and moved from the Civic Center to a point several miles distant. This enabled the department to reduce its budget for the third consecutive year—despite the fact that it absorbed the cost of operating the welfare store of the Department of Public Assistance with an additional saving of approximately $6,600. Other savings were realized through the release by the department of 6,000 square feet of floor space in the Civic Center valued at $8,400 a year.

We have effected a reduction of more than $100,000 a year in the rent bill by a greater utilization of present floor space and by acquisition of a loft type building which is being converted into a modern office building. In order to further reduce this bill, provision has been made in this year's budget for preparing the site for a $3,000,000 courts building to be erected after the war.

Los Angeles County operates strictly on a pay-as-you-go basis. It has issued no bonds for eighteen years, its bonded indebtedness is below $3,000,000, and unless some extraordinary situation develops, no long-term financing will ever again be undertaken.

Due to the vast development of national defense industries Los Angeles County's population has increased by more than 150,000 since the 1940 census. Also there has been a shifting of population among old residents to newly developing areas from which has come a lively demand for new services.

The county has tried to supply some of these new services without entailing a proportionate outlay. The Sheriff, for example, is experimenting with the use of one-man patrol cars equipped with two-way radio on certain shifts, thereby releasing deputies for more intensive patrol work in the rapidly growing unincorporated districts of the county. Because of this, it was possible to withhold plans for fifty additional deputies for patrol duty.

Rehabilitation of Prisoners

To meet overcrowded conditions in the county jail, which is larger than 80 per cent of the state penitentiaries in the United States (2,500 prisoners) the county purchased a large tract of farm land, erected barracks, moved in five hundred prisoners and put them to work raising produce and livestock which is used not only in their own dining room but in other county institutions.

More important than solving our crowded jail problems has been the influence in rehabilitating these men. Incidentally, the farm produce credits accruing from these operations are estimated in the 1941-42 budget at $20,000.

It has been realized from the outset that the quality of public service rendered by the county must depend in a large degree on the spirit of loyalty and service of each of its 16,000 employees, and consequently emphasis has been placed on morale building factors in personnel policy. Every position in the county was included in a civil service reclassification survey. With the acceptance of this reclassification the county adopted a new compensation schedule incorporating a five-step advancement plan. Eleven thousand employees benefited by salary increases under this new arrangement; none suffered a salary cut.

Los Angeles County, a pioneer supporter of the merit system, has continued to extend civil service in the last few years until it now has brought its privileges to all but a few employees who are specifically exempt by the charter.

Tax Delinquency

A serious problem which has persisted as an aftermath of the depression is that of tax delinquencies. To a large extent this has been caused by the county's earlier methods of financing public improvements by special assessment — a system that worked out satisfactorily during boom days—but when the depression came and realty prices dropped, many of these assessment districts soured. In some taxes became as much as 90 per cent delinquent.

We are still grappling with the problem which this presented. Two separate modes of attack have been adopted: one was to give financial aid to the distressed districts to encourage refinancing; the other was to set up procedures for getting tax-deeded land into the hands of solvent taxpayers.

To aid the distressed assessment districts equitably, the Board of Supervisors established a Special Assessment Relief Committee consisting of key department heads. Only those districts are being assisted which were formed for improvements deemed to be of general county interest.

This procedure, however, will not alone solve the problem presented by more than 100,000 parcels of tax-delinquent properties involving delinquent tax payments of more than $22,000,000. Our problem is to return this property to a taxpaying basis at selling prices which will not subject the county to criticism. We have several avenues of procedure for accomplishing this purpose.

First, we agree to offer any parcel of land at public auction when an applicant agrees to pay the full amount of taxes for the assessed years, minus penalties and interest. It is believed that under ordinary circumstances, if a tax deed is not worth this, it is not worth returning to the assessment rolls.

California laws permit counties to file court actions to quiet title to tax-deeded lands and by virtue of this authority the county is now acquiring title to all properties having an assessed value of $5,000 or more. When good marketable titles are obtained to these higher priced parcels they will be sold and the proceeds divided among the taxing agents.

Another procedure for disposing of these tax-deeded lands is by sales to cities. Under state law the county can sell to any of its forty-five cities. If no special assessments are involved, the selling price is the full amount of taxes for the assessed years, minus penalties and interest. If the properties are burdened by special assessment levies, the selling price is computed on the basis of a special formula.

To understand Los Angeles County's fiscal problem one must understand its public relief problem. More than 60 per cent of the county's gross budget goes for various forms of relief, and the rate is still increasing.

Relief Problem

Several years ago, after the state legislature had continually liberalized aged-aid grants, the attendant publicity created the general belief that these grants constituted out-and-out pensions to which every citizens over 65 years of age had an inherent right. Lines formed in front of our public assistance offices, and responsible relatives refused to support aged dependents. Even well-to-do persons seemed to feel that under the new scheme of things this was their right as taxpayers.

To correct this situation and to bring pressure on responsible relatives to make at least partial contributions, the County Auditor reviewed each aged-aid case. Responsible relatives were called in for interviews and told of contributions which would be expected. Cases in which responsible relatives refused to coöperate were referred to the County Counsel for court action. As a result an additional $750,000 a year was pledged as relatives' contributions.

Another relief problem which has caused us some concern has been that of the confirmed alcoholic on the charity rolls. An intensive social welfare study was made of 349 such cases which produced interesting findings. These cases had gravitated to the cheap rooming-house district of the metropolitan area where liquor is cheap and panhandling is not too much frowned on.

These 349 cases, because of repeated arrests and visits to hospitals, had had their cases opened and closed and re-opened 1,288 times. At an estimated cost of $16 this alone had cost taxpayers $20,000.

Sixty-two per cent of these cases had been arrested for drunkenness one or more times and among this 62 per cent the average number of arrests was seven per case. It is estimated that every arrest and arraignment cost taxpayers $40. The fifteen hundred drunk arrests charged against this group had cost $60,000 in court costs. In addition, 731 arrests for offenses other than drunkenness cost an additional $30,000. Despite these costs, nothing was being done to help these unfortunates.

To get these men away from their sordid surroundings and to reduce the costs of their upkeep we established a camp in the mountain area where they are given neat cabins, medical attention, and provided with some occupational therapy. All confined alcoholics were given the option of moving to this camp or losing relief

privileges. Many refused, were dropped from the charity rolls, and have not been heard from again. Most of those who have gone to camp have stayed there, and the reports received on their physical and mental rehabilitation are encouraging.

Later this program was broadened to included all single men on relief. The results have been astounding. Only those in absolute need have accepted camp aid; the others, preferring life in the big city, have found means of living other than as public charges. As a result, the 2,000 single men on our relief rolls a year ago have dwindled to 550 now.

On July 1, 1940, Los Angeles County was faced by a crisis when the State Relief Administration, which had been caring for the able-bodied unemployed since the depression, closed down through lack of an appropriation and left 13,500 cases, or 40,000 persons, destitute in Los Angeles County. Although the county had already adopted its annual budget, it was faced with the problem of caring for these people.

We determined that there would be no cash dole. Cash relief for the sick and others unable to work is one thing; but cash relief for able-bodied persons is another. It tends to demoralize those who receive it; it fosters laziness, indifference, and dishonesty.

Accordingly, we offered relief for all in distress but only on condition that seven hours work be done each day. Men were put to work building roads, clearing flood control channels, etc. Women were given work as crossing guards or placed on sewing projects or given other work.

The results of this program were interesting. Persons who had been living lazily on cash doles for years once again learned the pleasure of hard work. They dropped from the relief rolls in large numbers. When the county obtained jobs for them in private industry and they refused to accept, it cut them off.

Two months after this program was undertaken the case load of 13,500 had dropped to 6,500. Today not a single able-bodied man is in need; there are only about 500 women who cannot find employment because of age, lack of training, or home conditions.

We believe that by this and other methods, we have reduced our relief rolls to a point where only those are being aided who are in urgent need. Any success we have had in this endeavor is due to our determination to give a cash check only where no other type of relief is feasible.

These are some of the things done in Los Angeles County to streamline government. Most of the examples given involve reduction of costs, but it should not be implied that sole emphasis has been placed on economy. The county is growing rapidly and services must be extended accordingly. In particular it is expanding its network of parks and playgrounds, enlarging facilities for combating juvenile delinquency, increasing the number of beds to care for tubercular, and otherwise meeting the needs of a growing community. No savings have been made at the expense of desirable public service. This we shall never do.

British Utilities Weather the Blitz

The man in the London street has the consolation of knowing that his utility services learned even as they patched up their wreckage. From the bombing came experiments, from the experiments improvements.

By CONNERY CHAPPELL
News Editor, London Sunday Dispatch

THE greatest compliment a citizen can pay the public utilities which serve him is to be totally unaware of them. Your New York salesman, travelling over to Manhattan on the ferry, taking the subway downtown, shooting up to his office in a high-powered elevator, making a series of long distance calls as part of his normal routine, rightly never thinks of the enormous organization built up to supply him with the simplicities of his life.

But if suddenly he found the water mains burst through aerial bombardment, if the telephone service had been dislocated by shoals of incendiaries, if blasts had shattered his gas supply and huge explosions had smashed his railway system, he would be acutely conscious of how much his life owed to the silent services around him.

The Britisher in general, and the Londoner in particular, has had that experience. There were days when vital utilities were knocked clean out of service in restricted areas, weeks when supplies were rationed and curtailed drastically. In that time the Londoner learned what a debt he owed to the men on the water, the electric current, the gas, the telephone, and the mail services.

That period of improvisation now belongs to the past. The same blitz may come again; it may be intensified. But the man in the London street at least has the consolation of knowing that his utility services learned even as they patched up their wreckage, and the improvisations of 1940 have become part of the general improvements to services made in 1941. From the bombings came experiments, from the experiments, improvements, many of them permanent.

Britain's utilities in 1940-41 were subjected to a test which only those who lived through it could realize.

First, it must be realized that no amount of intelligent anticipation can thoroughly prepare against intense air raids.

Many schemes were put into practice for the protection of the population before the hour of attack came. Water supplies were duplicated; emergency reservoirs were built; food was stored; railroads experimented with shadow services; vital telephone switchboards were duplicated; electric current supply was bolstered by an elaborate feeding system so that it would be possible, at short notice, for the current at Bristol, say, to be supplied from generators in the far north.

All these things were done. But no amount of elaborate planning in the world can determine in advance where the bomb will burst the water

main, or where the long distance phone junctions will be burned out.

Patching and Safeguarding

So it was that London went to work on the memorable Monday morning of September 9, 1940, with its water supply on short ration in many of the poor East End districts which had suffered so severely from the opening attacks over the week-end; with gas restricted or cut off completely in many areas, with some railways dislocated, the mail late, and telephones interrupted.

For some weeks after that the attack continued with varying degrees of intensity, sometimes skipping London altogether and switching to the provinces, sometimes returning to London with devastating abruptness—as in the case of the incendiary raid on the city at the close of the year, when many buildings, including the historic Guildhall, were gutted.

Through all this time the utility services worked with two ends in view—the patching up of the immediate trouble and the production of a system of safeguards which would prevent a repetition of similar dislocation in similar circumstances.

After the first week-end of severe raiding it was found that the gas mains suffered most. People whose business it was to go about the streets during raids became familiar with the sight of gas company repair men busy on burning mains long before the morning "raiders past" signal had sounded. In all, twenty-three of these men were killed at work, repairing while the raids were going on, and more than eighty badly injured.

So low was the gas pressure because of broken mains that in some districts a whole house would get only enough gas to run one small burner, and cooking was impossible.

But within six weeks of the first big raid the London gas companies were able to announce that they had introduced a system of placing special valves at regular intervals across the main piping, so that a bomb hit could immediately be sealed off, and only a relatively small service area affected.

Two months after the blitz started the companies announced that 99.75 per cent of London's gas users had their full supply, and that over 14,000 miles of mains were carrying gas from fifty-two works to 3,250,000 meters throughout the city. Rather more than 9,000,000 consumers were affected by the announcement.

Furthermore, the fifteen various gas companies had perfected a mains system whereby, if one unit was knocked out, gas could be fed through its pipes from any of the rival units available.

Spotters and the Post Office

The Post Office, which in Britain controls the country's telephone and telegraph system, had to face its own problems. Mails started to arrive late, and as a result the Post Office was among the first public organizations to adopt the private roof spotter system—whereby workers stay at their jobs during an alert, and duck for cover only after a warning from their own mates, spotting for them on their actual roof. This system, soon adopted all over the country,

saved thousands of working hours, and only in the very worst attacks was there any dislocation after the initial raids.

The telephone service, controlled by Post Office engineers, suffered severely, and there was a time, when the raids were at their height, that long distance calls were hours late.

This was not due to failure to anticipate the trouble and duplicate trunk switchboards, but to the fact that early in the blitz there was a direct hit on that part of the Central Post Office which housed the main incoming and outgoing trunk lines, so that the channels available were cut down drastically.

The linesmen worked with determination, and at times with heroism. Telephone cable joints, the linking up of which was always regarded as a seventy-two-hour job in peace time owing to the thousands of intricate connections, became forty-eight hours of work—and that standard has been kept ever since.

Repairing under Difficulties

When the giant time bomb fell outside St. Paul's Cathedral early in the raids—the bomb which weighed a ton and which was dug out by a gang of army volunteers whose knowledge of bomb disposal was still in the experimental stage—a vital cable carrying 10,000 pairs of wires was smashed. Post Office engineers set to work that night, while the blitz was still on, and 20,000 connections had been made by morning.

In another case London engineers were working in a ruined building on a sunken, smashed cable. One of them discovered that a hard object on which he kept treading was the top of a submerged unexploded bomb. But the volunteer squad stayed on, fortified by large doses of milk as a protection against poisoning from leaking gas mains.

After the great fire raid on the city at the end of the year many hundreds of London firms, stockbrokers in one district, wholesale clothiers in another, found themselves without offices.

Immediately, an emergency central telephone system was introduced, so that the worried manager at least had a place where he could use the telephone, and an operator who would take his important messages. The system worked well, twelve girls controlling fifty telephones with coin attachments. Before long it was copied in the provinces as an essential emergency utility after a big raid.

Then, some months later, the system was abandoned so far as London was concerned. It had served its purpose; rebuilding had taken its place. Its obituary notice consisted of two lines in the London dailies: "The emergency telephone bureaus which had been opened in the city to help business firms which had lost their telephone service in the air raids, have now been closed." Just that.

All the while the big raids were going on electricity experts were working on the problem of sustaining current. Large parts of Britain are served by a national current system known as the "Grid," and the problem was thus easier than it otherwise might have been. As it was, current from the far provinces was frequent-

ly used where a local station in the Home Counties had been knocked out, not necessarily by a hit on the plant but by a severance of the feed cables.

Food, of course, becomes a vital problem after a big air raid, and some of the measures improvised in the emergency have now been adapted for less strenuous purposes.

After a big raid, with gas fuel probably nearly non-existent, the business of cooking the family meal became exceedingly difficult, and a food flying squad was organized promptly by the Ministry of Food to deal with the affected areas.

Another special department was also set up to study the problems of stored food which had been damaged by water—caused by fire hoses playing on big warehouses hit by incendiaries.

"Queens Messengers" Arrive

Less than three weeks after the first announcement of the food convoys it was stated that eighteen of these "Queen's Messenger Convoys" had been established at key points throughout the country, each costing $20,000. They consisted of eight vehicles—many of them gifts from the United States—a 350-gallon water tanker, two lorries each containing 6,000 meals, two kitchen-equipment lorries, and three mobile canteens. Insulated containers kept the hot meals hot, and the convoys moved on instructions to the badly hit districts.

After a big raid last April—the last raid but one of any consequence on London—the London County Council announced that it had 168 feeding centers at work immediately after the raid. Thousands of meals were served—including meals the food for which was brought by housewives whose gas had been cut off.

Those mobile canteens are now part and parcel of the great food system which daily brings meals to factory and demolition workers in isolated places. Improvised to meet the blitz, they have stayed on to serve a useful purpose in the life of wartime Britain.

Canteen Feeding Success Proved

The enormous canteen system now providing food for workers owed part, though not all, of its beginnings to the emergency measures taken during the first big raids.

There are now thousands of canteens—at the workshop, at the pit head, on the road, on the distant building site. Had there been no blitz it is almost certain that they would not now be functioning so smoothly.

Transport, of course, is a self-contained problem when it comes to improvisation. If a track is bombed, it stays out of use until it is mended, and no amount of mental gymnastics can put it right without the volunteer ganger squads who worked throughout the big raids. So, although there was serious dislocation of the London transport facilities at first—the District, a key London subway, was knocked out of action for days—the railroad companies themselves had to solve their problems in their own fashion.

London is served by one enormous transport system called the London

Passenger Transport Board. This concern, with the four big railroad lines serving the more distant commuters, had to bear the full weight of the attack, and it overcame most of its problems by switching its services. Where a subway line had been bombed, extra omnibuses were put on to take the passenger load. Where roads had been knocked out, so that trams and other surface transport could not run over their scheduled routes, the problem was solved by improvising alternative road accommodation and by putting on extra trains in adjacent subway systems. Similarly, when one of the main north-south subways going under the Thames was closed in its central area in order to allow some important water bulkheads to be built in the under-water section, a big shuttle service of buses was put on to connect up with the main terminals.

Such arrangements in the main worked well, and the queues, which unfortunately could not be avoided, accepted their lot cheerfully.

Bus and Train Cooperation

Coöperation between London Transport and the four main lines was always efficient. If it happened that the track leading into some important terminal had been knocked out in the night, main line trains would stop at some suburban station, and a special bus service, organized between the "raiders past" signal and dawn, would meet the trains and bring their passengers into the terminal by road.

Emergency work of this sort, covering not only the movements of some daily millions of subway and main line travellers, but also the nightly distribution of vital foods like milk, meat, and vegetables, had no permanent value, quite naturally. The moment things returned to normal the transport facilities reverted to their time-tables.

But there was a time when the streets of London were gaudy with the omnibuses lent by Manchester, Hull, Glasgow, Birmingham, and a number of other provincial cities. London's bright red buses, so familiar to its visitors, were needed desperately, and enough transport simply could not be found to take the place of a damaged subway. So the other cities rolled out their buses, which came trundling into the capital in convoys down the Great North Road. For some weeks the Londoner learned the colors of the newcomers—that Hull was brown, Salford blue, and so on.

Then, as the emergency was overcome, they too disappeared. London returned to its normal life, grey skies, and red omnibuses. The flashy-looking intruders had served their purpose.

Oglebay—The People's Park

Wheeling citizens "have made a long step forward in defining the boundaries of the community's social responsibility for parks and recreation."

By PAUL K. MORRIS
Pennsylvania Economy League

WHEN a determined group of Wheeling, West Virginia, citizens culminated an aggressive campaign in 1935 by giving their city a new charter with a manager and proportional representation, it was not their first excursion into the business of making their government really work. For fourteen years the people of that bustling, industrial city along the Ohio River have enjoyed one of the most distinctively successful park programs found anywhere in the United States. This success can be credited largely to positive citizenry participation in developing and administering an enlightened program.

Fifteen years ago Earl W. Oglebay, a Wheeling industrialist, gave to the city his 750-acre estate which is beautifully situated among the rolling hills of the West Virginia panhandle just five miles from downtown Wheeling. In response to this generous and imaginative gift the people initiated, and have continued with increasing effectiveness, a park program designed to enjoy maximum productivity of the land's abundant natural resources.

Oglebay Park is unique in that within the structure of the formal park administration, and an integrated part of it, is Oglebay Institute. When Oglebay Park was created a committee known as the Oglebay Activities Committee was set up to work with the park commission. A few years afterward this committee incorporated under the name of Oglebay Institute. This organization and its activities are responsible to the commission. Since it represents a much greater cross section of the community than does the park commission and since its activities are carefully planned only rarely is objection raised to any of its program.

The Institute is a privately endowed organization whose responsibility it is to promote and operate a cultural and educational program in the fields of arts and crafts, music, drama, social recreation, camping, nature study—in all, a synchronization of the best of man's contribution to society with the rich natural resources of the park area. This private institution does not detract from the able performance of the official park administration. In fact, it is much to the credit of the public officials that they have so capably coordinated the Institute with their efforts it appears to be just one well run organization.

Wheeling's park system is administered by a commission. Years ago the first park of any size was made possible by a group of civic leaders who formed an organization for the purpose of buying land for a city park. These men stressed the point that their support should not be limited to financial contributions but personal service should also be given.

The park commission has faithfully

reflected the desires of the original civic group. It is composed of five business and civic leaders who serve without compensation. At the time Mr. Oglebay offered his estate to the community the park commission made a comprehensive study as to the type of park the people desired when the location lay beyond the boundaries of the city. The desires made known during the course of that survey established the program now followed at Oglebay.

Objectives of the Park

Any favorable observation made to an Oglebay Park official generally invokes the response, "We planned it that way." "Planned it" is correct. A mature and well balanced, long-range plan was prepared at the outset. Since then every new change or addition has fitted itself into its proper niche without any awkward waiting period. There were no futile leaf-raking projects at Oglebay during the early days of CWA and WPA. Federal aid simply speeded up the plan already prepared.

The objectives of the park administration are, of course, primarily to provide a reasonably accessible rural area where urban people may enjoy nature. Something more than passive recreation was intended; but, at the same time, judicious care was necessary to avoid the regimented characteristics of a typical supervised recreational area within a city's limits. Consequently, every activity—and there are many—stems from the rich natural resources of the park area. Even such activities as drama, music, and religious programs are attuned to the rural theme.

All the features normally expected of a park service such as picnicking, swimming, camping, golfing, archery, riding, tennis, and hiking are well provided. Over and above these are activities which really register the pulse of community life.

Types of Activities

On a typical week-end, in addition to the normal use of the park, the following have been observed:

Practice at the swimming pool for a local water show to be presented the following week;

Presentation, in the old barn which had been made over into an individualistic summer theater, of a three-act play by the local little theater group;

Campfire meeting at dusk with songs and a short talk, followed by an open forum on a subject of genuine interest to young people;

Treasure hunt with which a young married couple entertained their guests at "our park";

The weekly Saturday night park dance held in the pine-panelled room of the stone, Dutch colonial lodge;

Dinner party given by a local merchant for his employees at the park restaurant;

Bus loads of youngsters going home after a full day in the Day Camp, where they had been robustly occupied with crafts, swimming, music, athletics, good food, and an abundance of sunlight and fresh air;

The Saturday night astronomical preoccupation of an intent group with the park's telescope;

Committee meeting planning the production of one of the summer's two light operas;

The Sunday morning nature trail with 150 to 200 people attending;

The nature leaders' training school with credit granted by the state university to teachers;

Exhibit in the museum conducted by the local camera club;

A Sunday afternoon performance by the little symphony in the amphitheater, cleverly and beautifully built into the contours of a wooded hillside;

Sunday vesper services in the same amphitheater, one of nine during the summer months led by nationally known ministers brought in from other cities, with twelve hundred attending that evening.

Far-Reaching Effects

Two outstanding characteristics of the park—a variety of offerings and astute administration—have guaranteed a program which reaches a very substantial portion of the community, stimulates its enthusiasm, and guarantees a maximum of community pride.

Eloquent testimony to the adequacy of the park program is the complete absence of honky-tonks and their concomitant entertainments adjacent to the park boundaries.

Effective citizenry participation does not reach its optimum simply by realizing a satisfactory performance and enjoyment of a park or any other governmental service. Oglebay's community imprint is far-reaching and deep-rooted. Two citations will suffice to demonstrate this.

Like hundreds of other golf courses, the golf program at Oglebay had caddy trouble. Boys were hitchhiking the five miles out from the city in the morning and back at night. They were eating irregular and unbalanced meals at the stand. Long waiting periods between rounds provided idle time for crap shooting, enervating loafing, destructive mental conceptions, and a general unwholesome atmosphere.

Both golfers and non-golfers interested in their park—and through it their community—conceived the Caddy Camp plan. As a result, an average of 45 city boys, mostly from poor families, spend the summer at a camp in the park. They all participate in a program of crafts, swimming, camp fires, athletics, vocational guidance, and positive instruction in the business of caddying. Nutritious meals are served. The boys are given uniforms and are used for weeding the greens and in general care of the course. Definite duties about the camp are assigned. The money they earn caddying is turned over to the caddy master and banked. If a boy wishes to withdraw any of his earnings he does so in a systematic banking fashion. The boys' room and lodging are paid out of their caddy earnings. At the end of the summer the money saved by each boy is his to take home.

Everyone gains from this procedure. It is both a health and a character program. The boys' attitude toward the park becomes positive rather than negative. Both golfers and boys cultivate a broad community spirit which will not fail to pay dividends.

A second example of community spirit engendered by the park program also concerns young people. Six boys and three girls, later to be-

come founders of the 63 Club, talking together one night, began to wonder how they could do something for their park. They recalled that the Lodge where the weekly series of two or three park dances are held, had no heating plant other than a large open fireplace, thus necessitating the foregoing of the popular dances during three or four winter months. The result, in brief, was that these nine young people, on their own initiative, promoted a program of dances and, with the profits, presented the park with a heating plant for the Pine Room.

The encouraging part of this is the fact that these young citizens are early assuming community responsibility. Something more than a mere 750 acres of land was necessary to stimulate this outlook.

Financing the Park

This ambitious program might well be so costly that it would be beyond the reasonable ability of the taxpayers to finance, were it not for three major factors: (1) a frugal and efficient administration, (2) free services given by citizens, and (3) reasonable charges to make special services self-supporting.

The exercise of early and wise planning has borne fruit not only in the capital development of the park but in operation as well. Under the supervision of a trained and professional park superintendent, the operation and maintenance of the physical plant are conducted efficiently and economically. The personnel, appointed on merit, is carefully assigned so that needless and duplicating work is avoided. Employees are classified according to the nature of their duties with equal pay for equal work. The physical improvements are of a simple, sturdy, and attractive design which makes for economical operation. Expenditures for services not strictly within the scope of the park program are punctiliously avoided. Consequently, the taxpayers enjoy the happy state of every dollar invested returning no less than a dollar's worth of services.

In addition to the benefits resulting from citizen participation already cited, the monetary value of such services is of unestimated worth. Moreover, over and above Oglebay's annual operating budget of approximately $65,000, there is expended another $30,000-$35,000 by the Oglebay Institute for the promotion and carrying on of park activities.

The revenue side of the financial picture also attests to Oglebay's stern conformance to "the greatest good for the greatest number." The social responsibility for providing fundamental park and recreational facilities is recognized by the city administration. No one group, however, is given special service at the expense of all the taxpayers. Those services which reach only a few are self-supporting. Receipts paid into the park fund for swimming, golfing, tennis, horseback riding, use of cabins and lodges for camping and parties, more than equal operating costs. In some cases, particularly the swimming pool, revenues are amortizing the original construction costs as well. Picnic groves

are free to all but if the extra service of firewood and a reservation is desired a small fee covers the extra cost. All in all, of the $65,000 total operating expenditures, $35,000 is covered by revenues received from charges made.

Contribution to Good Government

Oglebay is not Wheeling's only park. An orthodox city park system is creditably conducted within the city limits and a plan for the establishment of small neighborhood recreational areas is being developed. It is at Oglebay, however, that the people of Wheeling are making a singular contribution to democratic local government.

Their high caliber of business administration is a positive boost to the rapidly maturing profession of public administration. They have made a long step forward in defining the boundaries of the community's social responsibility for parks and recreation.

Underlying these praiseworthy contributions is a comprehensive one which is more essential now than ever before. The people of Wheeling play at Oglebay, generously give their personal services, and, above all, think of it only in terms of "our" park.

LEADERSHIP IN DEMOCRACY

(Continued from Page 195)

ganizer or the director of adult activities. They can say quite definitely that a curriculum for leadership must be such as to acquaint potential leaders with the financial problems of enterprises depending upon voluntary support, with the problems of program-building, of arousing and holding attention, of coöperative effort on boards and committees, of matching for mutual clarification conflicting points of view, and finally, with the total structure of the average modern community.

These adult educators are a resource we should use to the fullest advantage. Every community already has them in the library, recreation association, evening school, church, agricultural extension office, Y.M.C.A., etc. Never yet have our American communities made the most of these leaders in their midst. Now is the time to do so. Now is the time to call upon the leaders we already have to lend us their insight and experience in order that we may train more and more leaders.

Here is a morale job for community councils, colleges, churches, women's clubs, teachers' institutes, business and professional groups. Our American morale will be just as high as the democratic participation of our people. For the widening and deepening of that participation trained leaders are essential.

Kansas City's Municipal Show

"Many a citizen for the first time saw his city government whole and discovered he had a public trust to vote conscientiously and to follow municipal affairs with close scrutiny."

By JOE L. GAMBRELL and HAROLD A. LEVIN

DURING three afternoons and five evenings, between December 12 and 16, forty thousand people flocked through the doors of Kansas City's beautiful Municipal Auditorium to witness a "Know Your City Show" where each municipal department vividly contributed to a complete story of how the citizen's tax money is spent. And Messrs. Taxpayer—though sometimes cynical, sometimes apathetic—were coming in large numbers, almost always leaving the hall less cynical, less apathetic than they had entered it, and often enthusiastic. Those Missourians who came with a "show me" attitude seemed to be "shown."

Exhibition Hall's main floor of about 61,000 square feet of space was almost entirely occupied by 155 exhibit booths. City employees, chosen by a merit system which is at last much more than a "paper" setup, were present to exhibit their work. The American Legion Band, WPA orchestra, high school bands, other professional and amateur talent—much of the latter recruited from among versatile city employees — periodically mounted a platform to aid in maintaining the interest of the roving attendance. And that interest seemed remarkably well maintained.

The show was a greater success than even the persons in charge of it dared hope in view of America's actual entry into the war but a few days before. Careful publicity, effective despite the competition of the war news, though less effective than it would have been had the declarations of war not come when they did, explained the attendance.

Line and staff departments, the City Council, the Municipal Court, lay commissions—all had their exhibits. Even extra-governmental defense organizations—the newly created Council of Civilian Defense and the Kansas City Women Volunteers—were represented.

Perhaps the most spectacular of the exhibits were those of the line departments, those which have direct contact with the public and immediate responsibility for provision of public services.

The Park Department illustrated all the realities of a park scene, showed what goes on in its repair shop and its nursery.

The Public Works Department depicted the work of its nine divisions—building maintenance, traffic engineering, street cleaning, street repair, engineering, inspection, municipal airport, garbage inspection, and City Hall maintenance. As an illustration of how interest in functions which might otherwise have been uninteresting was stimulated, the garbage inspection division's popular raffle of the three best type garbage cans may be cited.

The Water Department's exhibit featured moving pictures: one dramatized the necessity for treatment of water, the second showed Kansas City's water system in action, a third portrayed the progress in construction of Kansas City's soon-to-be completed water softening plant. To explain the whole process of purification and filtration the Department exhibited a working miniature of its purification plant, and a running lecture unveiled the plant's mechanical and chemical mysteries.

Although the Police Department which has jurisdiction over Kansas City is controlled by a board appointed by the governor, it was nevertheless made an important exhibitor since it is operated with Kansas City revenues and performs an essential governmental service for the city. Its exhibit was high-lighted by three movies which propagandized for traffic caution, by examples of apparatus used in scientific criminology, by strikingly illustrated lectures on how fires are started by incendiary bombs, by exhibits of firearms, gas equipment, and the finger-printing process.

Fire Exhibits

The Fire Department turned out fully equipped, contrasted a modern fire truck and pumper with a steam engine bought by the city in 1908, displayed trophies and statistical charts on fire prevention activities and results.

The Welfare Department's four divisions—social service, legal aid, markets, and recreation—exhibited articles, pictures, and statistics to explain activities, results, progress. The recreation division held a square dance to the whine of fiddles and the caller's monotone.

The Health Department spared no one's tender sensibilities, its exhibits including illuminated photographs of cancers and chancres, movies on the cause and cure of illness. Other Health Department exhibits ranged from card file information and advice on common ailments to an ambulance and an iron lung.

A greatly magnified arrest notification failed to keep people from the exhibits of the Municipal Court and the Traffic Violation Bureau. The public was invited to test its knowledge of traffic regulations by taking a short objective-answer test which employees of the Traffic Violation Bureau graded while the examinee waited.

The Manager's Booth

The staff functions of administration were portrayed extremely interestingly. A chart in the Manager's booth listed, under the heading "Tools of Management," Luther Gulick's seven words the first letters of which form the imaginary word POSDCORB: planning, organizing, staffing, directing, coördinating, reporting, and budgeting.[1] Another large chart concisely listed the principal duties of the Manager—to plan and supervise the administrative affairs of the city, appoint and remove department heads, prepare and submit the annual budget to the City Council, report to the Council on activities and finances, and enforce municipal ordinances unless some other means of enforcement is provided by law.

A big sign stated that "The personnel program provides a merit system for the employment of the best qualified citizens to serve the city." Underneath this the citizen read that the Manager appoints the Director of Personnel, approves the rules for personnel examinations and procedures, approves the job classification plan, and reviews employee dismissals.

To show the Manager's place in the budgeting process the whole budget procedure was briefly and pointedly described in a flow-of-work chart, illustrating that the procedure begins with departmental estimates of budgetary needs, that these estimates are reviewed by the City Manager, who reports his suggested budget to the Council for its consideration and final action.

The City Manager — brought to Kansas City by a reform administration to straighten out a tangled city government—was himself on hand to greet

[1]See "Notes on the Theory of Organization," by Luther Gulick. *Papers on the Science of Administration*, edited by Luther Gulick and L. Urwick, New York, 1937, page 13.

the public and discuss their problems with them.

The Personnel Department popularized its exhibit by inviting the spectator to take a "Know Your City Examination"—twenty-five true-false questions of a general nature concerning Kansas City's government. Approximately three hundred persons took the examination. City employees averaged approximately 84 per cent, lay citizens 60 per cent, on papers scored before the examinee on the Department's electrical scoring machine. Seven persons—among them the Mayor and City Manager—made a perfect score. The examination attracted the interest of many more persons than were willing to take the test.

The Finance Department operated bookkeeping machines and explained their intricacies, discussed financial books, records, and procedures, presented charts and tables. An addressograph machine operator made out name plates upon request. Each division of the Department—accounts, treasury, licenses (although under state control), purchasing, and food stamp—had its booth.

The City Plan Commission showed the best circumstances under which streets can be widened and lengthened, illustrated the ideal location of stores relative to residences, produced maps on the flow of traffic, a topographic map of the city, a map revealing the area in which the housing problem is acute, and another of proposed housing projects.

The Election Commissioners registered persons who had just become twenty-one, and pictorially compared present permanent registration procedure with the cumbersome processes of previous years.

To keep politics out of the show as much as possible, the City Council exhibit was tactfully simple and unspectacular, containing the photographs and names of the Mayor and Council, summaries of typical ordinances, air-view sketches of Kansas City. The City Clerk presented copies of old ordinances and original records of all kinds—council proceedings, charts and the first official records, dated 1839 to 1864, of Kansas City's ancestor, the town of Kansas.

Costs Low

The cost of the "Know Your City Show" was negligible in view of the exposition's value. The City Council appropriated $500 which was used mainly for promotional purposes. The cost of each department's exhibit was charged against its regular budget. The greatest portion of the total cost of the show was represented by the time and effort of employees who arranged and attended the exhibits. All entertainment was furnished free of charge. The WPA contributed many services.

That the taxpayer got more than his money's worth is not to be doubted. The show was an investment in a vital kind of public education. Many a citizen for the first time saw his city government whole, and in many cases must have been for the first time discovering that he had a public trust to vote conscientiously and to follow municipal affairs with close scrutiny and constant thought of his community's general welfare.

That Kansas City's administration can be proud enough of its caliber to risk close public scrutiny is a fact deserving of note when the administration of but two years ago is remembered. Moreover, that the administration is seeking to educate the public is of healthy portent for the future of Kansas City government. When conscientious public interest based on knowledge has replaced pure politics there will need to be little apprehension about the future of good municipal government—in Kansas City or anywhere.

On the Local Front

Nutrition plays major part in nation's war efforts; schools of the nation open their doors to service men and defense workers for recreation activities.

Prepared by the Office of Defense Health and Welfare Services
Federal Security Administrator Paul V. McNutt, Director

ZILPHA C. FRANKLIN, Editor

IN ORDER to make America "nutrition-conscious," an official food guide explaining what foods to eat for health and victory is being distributed by the Federal Security Agency. The official food guide, together with a symbolized slogan "U.S. NEEDS US STRONG—EAT NUTRITIONAL FOOD," is part of the wartime national nutrition program of the Office of Defense Health and Welfare Services.

Red, white, and blue posters, carrying the slogan and the food guide, have been produced for widespread use.

The nutrition campaign has the cooperation of the food industry, state and local nutrition committees, federal agencies, and related groups.

This effort to get full health returns from the nation's food resources is essential to victory. From the very beginning of the national defense program nutrition was recognized as one of its essential sectors. State nutrition committees, fifty-one of them now including those in the District of Columbia, Hawaii, and Puerto Rico, are allied with State Defense Councils and are an integral part of the defense set-up.

A majority of the states also have local set-ups carrying out county nutrition programs. The variety of their activities parallels the range of regional and sectional characteristics from coast to coast.

Three points about the national nutrition program need to be emphasized:

First it translates the scientific findings of modern nutrition research into simple easy-to-follow guidance which everyone can and should apply.

Second it makes its front line attack in the local communities where people live—where they buy and eat three meals a day.

Third, it utilizes all available channels of public information to combat the ignorance which is a large and unnecessary cause of malnutrition.

The symbolized slogan, together with the official food guide, will be given wide distribution not only directly through government channels but also through reproduction by industries interested in making this contribution to the nation's wartime program.

Industries as well as individuals have been asking, "What can we do to help?" Because of the many such inquiries received the Office of Defense Health and Welfare Services has set up a policy which will enable interested industries to help in making the nutrition story known. These nutrition posters may be reproduced by obtaining permission from this office. This kind of coöperation should help to spread the facts about nutrition throughout the country.

Nutrition came to the fore as a national problem when the National Nutrition Advisory Committee was appointed at the start of the national defense program. In addition to the twenty-odd federal agencies represented on this Committee, the National Re-

search Council, through its Committee on Food and Nutrition and its Food Habits Committee, participates in shaping the program.

Nutrition Conference

Nutritional needs were high-lighted at the National Nutrition Conference held last May; it was brought out that only about a fourth of the American people are really well fed, and that approximately a third of all men rejected by selective service for reasons of physical disability had defects related to malnutrition.

The nationwide nutrition information program is the outgrowth of the Conference recommendation that "technical material be translated in terms of everyday food and appetizing meals so that the new knowledge of nutrition can be applied simply and practically in every home and in accordance with the food preference of the family.

The national nutrition "food guide" follows:

Milk and Milk Products....at least a pint for everyone—more for children—or cheese or evaporated or dried milk

Oranges, Tomatoes, Grapefruit.... or raw cabbage or salad greens—at least one of these

Green or Yellow Vegetables.... one big helping or more—some raw, some cooked

Other Vegetables, Fruit....potatoes, other vegetables or fruits in season

Bread and Cereal....whole grain products or enriched white bread and flour

Meat, Poultry, or Fish....dried beans, peas, or nuts occasionally

Eggs....at least three or four a week, cooked any way you choose—or in "made" dishes

Butter and Other Spreads....vitamin-rich fats, peanut butter, and similar spreads

Then Eat Other Foods You Also Like.

Schools in a Wartime Recreation Program

In industrial communities the major recreational problem is to encourage the increasing numbers of newcomers to participate in the normal life of the community. In meeting this problem the use of the school, which is a natural focal point of community interest, is invaluable. What can be done by schools has been amply illustrated in a number of "defense" areas. What is being done under the pressure of the emergency could well have been done earlier and more extensively.

A few examples of the ways schools are used in the defense program may serve to point the way to more effective community use of school facilities by thousands of towns and villages which are not in the so-called "defense" areas.

In Hartford, Connecticut, the division of recreation of the Park Department is using school buildings to house their program, which includes ten evening community center activities and fourteen gymnasium programs conducted four nights each week.

The Sidney, New York, Defense Recreation Committee and the volunteer workers at the industrial plant have developed a basketball league in which eight teams participate using the high school gym, rent free, for activities.

The Defense Recreation Committee at Schenectady, New York, has taken over the unused Mount Pleasant School as a full-time recreation center for adults and children.

In Wichita, Kansas, the Park Department with the aid of the WPA recreational staff is now operating eight community centers in school buildings on a four-night-a-week basis. Craft projects using the school facilities are filled up as fast as they are organized by the recreation directors at industrial plants. There is a tentative proposal from the school system to release thirty rooms

in school buildings located in different parts of the city for the use of defense workers.

In Fairfield, Ohio, a large get-acquainted party was held in the auditorium-gymnasium of the high school. Of the seven hundred people attending, 60 per cent were enlisted men, defense workers, and their families. The Junior Defense Committee, including a large number of high school seniors, assisted in the meeting.

One of the largest industrial centers in the country is at Ogden, Utah. There the County Superintendent of Schools has made all the schools in the county available for community recreation use. The leadership in these programs is furnished by the schools.

In Warren Township, Michigan, eight summer playgrounds were established for children by the Defense Recreation Committee. During the first month of the operation of the project 29,793 used the playgrounds. This figure gives only a crude indication of the need in the township. The programs were entirely new in all but two of the eight playgrounds.

Through the efforts of the Defense Recreation Committee in Richmond, California, a shipbuilding center, a new children's playground area was established in Nicholl Park. Circulars were sent to all new families in Richmond, pointing out the play areas in their community. In this project the Richmond Defense Recreation Committee has the coöperation both of the City Superintendent of Recreation and of the Superintendent of Schools.

Use of Schools by Service Men

The problem of the communities adjacent to military camps involves the provision of a recreation program for a purely transient group who may be there for an indefinite period, although constantly changing in actual personnel. In this situation the use of existing facilities to their fullest capacity is essential.

Take for example the communities surrounding a large military center like Camp Edwards on Cape Cod. Communities in this neighborhood have offered and are making use of their school facilities for service men. For the most part facilities which are now in use in these towns are combined gyms and auditoriums. In each instance arrangements for the use of these facilities have been made through local Defense Recreation Committees and the Federal Security Agency's field recreation representative. In some cases no charge is made for the use of the facilities. In other instances a maximum fee of two dollars per evening is charged for janitorial service.

Not only have the school facilities been used for physical activities but social programs and dances have also been held in them. The local Defense Recreation Committees hold many of their parties and social affairs in these school buildings. Public opinion generally supports the action of the school boards in making these facilities available for the use of service men.

This type of program exists in areas near military centers all across the continent. In addition to the use of school facilities, the schools admit the soldiers to their athletic events either free of charge or at reduced rates. For example, in Vancouver, Washington, soldiers in uniform are admitted to all night softball games without charge.

Hoffman, North Carolina, is hardly more than a crossroads, yet this Negro community, with WPA leadership, operates an active community center program at the school. The principal of the high school is chairman of the Negro Defense Recreation Council. He and his staff of teachers spend four nights a week playing table games with

(Continued on Page 240)

The Researcher's Digest: April

Comparing governmental achievements among cities, handbook for economy, war and research, Alabama's balancing budget, New Orleans voting machines and art, Indians in North Dakota.

ALL the sound and fury of discussion about municipal government invariably breaks against a single rock which automatically cuts the force of an argument on any side of whatever question happens to be raging. That rock is the as yet undiscovered method of comparing accurately governmental performance in any one city with governmental performance in another. If you can't compare, how can you judge "goodness" or "badness"?

Now Morris Lambie has made another step in the direction of removing that boulder from the path of governmental research. *Experiments in Municipal Analysis,* published in December by the **Bureau for Research in Municipal Government of the Harvard Graduate School of Public Administration,** essays, with a precautionary grain of salt, to study the 351 towns and cities in the commonwealth of Massachusetts with two aims in view: First, to discover the state-wide trends in a number of different governmental fields; second, to draw profiles of the governmental experience of each of the municipalities as, at best, a suggestion of how each stands with reference to the rest of the cities and towns.

Hundreds of tables, charts, and maps have been plotted on population, assessed valuation, local tax rate, uncollected taxes, local direct tax levy, local welfare and relief experience, local school costs and demands, debt, total charges against revenue, and excess of deficiency of local revenue against charges or expenditures.

The method of comparison was, in each case, rank order, and Professor Lambie admits the crudeness of the technique. But taken cumulatively, he says, "profiles are good testing devices—of litmus quality. Certainly they provide clues for type characteristics; they record experience; they indicate relative status, show shifts, and give hints as to whether a municipality is in or out of line with trends. Most significant, they excite curiosity, and this is a valuable purpose in itself."

Professor Lambie's preface is something of a curiosity in itself, for it begins with an abject apology. This project, it is related, was begun in 1937; now that the results are ready, the war has intervened, making the work at first blush seem irrelevant and unimportant. (Then, of course, the author points out that, war or no war, there are lasting values to be derived from this type of research.) We have come on a sad day indeed when honest governmental research based on the long view needs to be apologized for! It is to be hoped that the war will never deflect researchers, nor anyone else, from the realization that a war is being fought precisely for the privilege of continuing with unwarlike democratic research.

Savings

No less than 177 separate proposals for saving the taxpayers' money in New York State are presented in an *Economy Manual for Legislation on State and Local Government* which the **Citizens Bureau of Governmental Research, Inc.** has recently brought forth. The war is the reason for presenting methods of contracting public expenditure which had already been many times suggested by the bureau before the time of Pearl Harbor. Brave indeed are many of

the neatly numbered, crisply annotated money-saving suggestions, for many of them embody notions around which bloody verbal wars have waged for years—i.e., "Require self-sustaining fare on municipally-owned transit."

Credo

An optimistic inspirational credo for governmental research in wartime by Dr. William H. Allen, Director of the **New York Institute for Public Service,** has been mailed to members of the **Governmental Research Association.** Titled *How War and Governmental Research Do—Will—Can Affect One Another,* Dr. Allen's thesis is that ingenuity, ability, and the will to do can get bureaus over the hump caused by the decline of the moneyed contributor to citizen research. He also sees in the war new opportunities for putting across economy programs and new opportunities for clear research-minded thinking on government topics.

Half a Budget

An examination and critique of ten years' operation of Alabama's mandatorily balanced budget is the purpose of *Alabama's Balancing Budget,* by Paul E. Alyea, published by the **Bureau of Public Administration of the University of Alabama.** The author's conclusions are based upon a detailed consideration of Alabama's financial condition in 1931-32, before the so-called "Fletcher Act" called the state to fiscal terms, and on a study of the act's effects upon budgetary procedures. He says: " . . . economy implies the making of correct decisions not only on the amount but also on the timing of expenditures. A budget which limits the amount available for spending in terms of the amount of current receipts is not a satisfactory budget. Reliance on such a budget simply reflects an unwillingness to face the many complicated problems inherent in a modern, complex interdependent, and dynamic economy. All that is here suggested is that Alabama has developed but one-half of a budget policy. In addition to prohibiting or controlling current indebtedness, there should be a program of controlling the growth of state activities."

Voting Machines

"Clever" is the word for the illustrations with which the **New Orleans Bureau of Governmental Research** has adorned its slyly titled "What Every Voter Should Know About Voting Machines" (*City Problems,* No. 78). The front page drawing has two faces: the first shows a group of tidy citizens getting their tidy, rapid vote count from a voting machine at the end of the day; the second is an extravagant depiction of rowdy, exhausted politicians sitting around a ballot-littered, smoke-clouded table in the wee hours of post-election morning. Within the bulletin are further proofs that researchers are not necessarily devoid of a sense of humor. There is a picture of legs showing below a curtain labeled "No Peeking"—the caption is "The Secret Ballot". There are several other drawings as well that neatly extract the crux of the voting machine argument. See them for yourself. This bulletin is, in effect, a treatise on research reporting, as well as a lively, to-the-point discussion of voting machines.

Indians

The government of the Indians may be a constitutionally bestowed federal problem, but the states and localities have to live with the Indians, and vice-versa. Harry R. Stephens, of the **Governmental Research Bureau of the University of South Dakota,** has made a scholarly study of this question in *The Government of the Indians of South*

Dakota (Report No. 8). He outlines the history of Indian government in the state, traces the decline and rise of good relations with the whites, and holds out much hope for future strides in Indian self-government.

Research Bureau Reports Received

Budgets

Alabama's Balancing Budget. By Paul E. Alyea. Bureau of Public Administration, University of Alabama, University, 1942. ix, 141 pp.

Comparative Government

Experiments in Methods of Municipal Analysis. By Morris B. Lambie. Bureau for Research in Municipal Government, Harvard Graduate School of Public Administration, Cambridge, Mass., December 1941. 306 pp. processed.

Economy

Economy Manual for Legislation on State and Local Government. Citizens Bureau of Governmental Research, Inc., Albany, N. Y., 1942. 63 pp.

Governmental Research

How War and Governmental Research—Do—Will—Can Affect One Another. By William H. Allen. Governmental Research Association, Detroit, January 1942. 3 pp. processed.

Indians

The Government of the Indians of South Dakota. By Harry R. Stephens. Governmental Research Bureau, University of South Dakota, Vermillion, January 10, 1942. 58 pp. mimeo.

Sewage Disposal

Financing Sewage Disposal Plants with Special Reference to Sewer Service Charges. *Bulletin,* Bureau of Municipal Research and Service, University of Oregon, coöperating with the League of Oregon Cities, Eugene, February 1942. 14 pp. mimeo.

Urbanism

Urban Blight. By Fred H. Allen, Russell Van Nest Black, and Mabel L. Walker. Governmental Research Association, Detroit, February 1942. 16 pp. processed.

Voting Machines

New Orleans Votes by Machines. *City Problems,* Bureau of Governmental Research, New Orleans, January 22, 1942. 4 pp. processed.

What Every Voter Should Know About Voting Machines. *City Problems,* Bureau of Governmental Research, New Orleans, January 24, 1942. 5 pp. processed.

May 17 is Citizenship Day

In accordance with President Roosevelt's proclamation of a year ago, making the third Sunday in May of each year "I Am an American Day," numerous cities are laying plans for a citizenship celebration on May 17. Special recognition will be given two important groups: those citizens born in this country who have recently reached their twenty-first birthday and those who have recently become citizens through naturalization. Last year hundreds of communities observed the day with appropriate programs; despite preoccupation with the war many 1942 celebrations are planned.

Contributors in Review

FAR from purely honorary is the "Colonel" which is tacked on to the name of Los Angeles County's first and only chief administrative officer, **Wayne Allen** (*Los Angeles County Streamlined*). A graduate of the Army's infantry and general staff schools, Colonel Allen was one of California's best known National Guard officers. He served overseas with the A. E. F. during the last war, organized the Guard's first post-war infantry unit, and became colonel in 1929. In private life he was a member of the East Bay (San Francisco area) Rapid Transit Company's Board of Directors. In 1937 Colonel Allen became purchasing agent for Los Angeles County, and in December 1938 he assumed his present job upon its creation by the county's legislative body.

AFTER the flat where he was living got thirteen hits during London's blitzes, **Connery Chappell** (*British Utilities Weather the Blitz*) finally took the hint and moved to a safer area. Mr. Chappell is a well known Fleet Street newspaperman. He is news editor of the *London Sunday Dispatch* and was formerly a noted film critic and scenario writer for Warner Brothers at Teddington. Author of *The Swinging Apple* and *Express to Hollywood,* Mr. Chappell also once toured the United States.

FROM September 1940 to March 1942 **Joe L. Gambrell** and **Harold A. Levin** (*Kansas City's Municipal Show*) were Alfred P. Sloan Foundation Fellows in Government Management at the University of Denver. The university promptly sent them to study the municipal government of Kansas City, Missouri, where they spent three and a half months. Both Mr. Gambrell and Mr. Levin were present when the "Know Your City Show" was held. Mr. Gambrell is an Alabaman and is now with a firm of governmental accountants. His co-author hails from Long Island and is a member of the staff of the Personnel Office of the Federal Office for Emergency Management.

ADMINISTRATION of local government in the Pittsburgh metropolitan area has been the concern of **Paul K. Morris** (*Oglebay—The People's Park*) ever since he allied himself, in 1936, with the research staff of the Western Division of the Pennsylvania Economy League. Before that he taught in a high school. Mr. Morris majored in local government in college and received the M.A. in political science from the University of Michigan in 1932.

HOW to live is what **Harry A. Overstreet** (*Leadership in a Democracy*) taught his students at the College of the City of New York and it is what he has taught the general public in numerous books with such famous titles as *Influencing Human Behavior, About Ourselves, A Guide to Civilized Leisure*—and many others. Now professor emeritus at New York's City College, Dr. Overstreet was Professor of Philosophy and head of the department there for twenty-eight years. He originated in San Francisco, was educated at the University of California, and first taught at that institution. He is now lecturing at the New School for Social Research and New York's Town Hall.

News in Review

City, State, Nation
Edited by H. M. Olmsted

Vermont Towns Adopt Manager Plan

Massachusetts Cities Discuss Plan E; Newark Files Manager Petition

TWO Vermont towns, **Bennington** and **Brattleboro,** adopted the manager plan at their annual town meetings on March 3. Four others, **Barre, Hartford, Northfield,** and **Manchester,** voted to continue their existing manager plans. The town of **Chester** turned a manager proposal down by a narrow margin.

Bennington town approved the plan by a vote of 861 to 653, and the trustees of Bennington village and of North Bennington were petitioned to call a vote on amalgamating the villages with the town and joining with the town in hiring a manager.

In Brattleboro, although the total vote was light partly because of bad weather, the manager plan carried overwhelmingly, 583 to 127. The plan had been in effect for a few years more than a decade ago. The Board of Selectmen announced that a manager would be appointed as soon as additional applications for the post had been received and considered. The board determines the salary of the manager who, under Vermont law, has the duties of road commissioner, has charge of the police and fire departments, and is empowered to perform the functions of overseer of the poor. If requested by the school directors he becomes purchasing agent for the school district and may also supervise school buildings and repairs.

In **Springfield, Massachusetts,** Chairman James S. Bulkley of the local Plan E committee, stated on March 6 that Plan E (council-manager with proportional representation) will go on the ballot in the fall election, enough signatures having been obtained on petitions.

In **Lowell, Massachusetts,** a trend to Plan E has been noted, particularly since the indictment of the mayor and the purchasing agent by the grand jury on March 6.

The Citizens' Union of **Newark, New Jersey,** on March 25, filed petitions bearing 15,230 names requesting an election on the manager plan. The corporation counsel has announced there will be as little delay as possible in checking the validity of the signatures. Under the referendum law the election would be fixed for April 21.

The present requirement of 15 per cent of the voters as signers of a referendum petition would be changed to 35 per cent by legislation proposed in the New Jersey assembly as a "war time economy measure." This bill fits the ideas of opponents of the Newark council-manager referendum. Another bill, supported by manager advocates, would make the manager subject to removal at any time by a majority of council and clarify provisions regarding a hearing on such removal.

The manager plan was advocated for **Berkley, Michigan,** by Mayor Andrew Cadger of Clawson, Michigan, at a meeting of the Citizens Protective League of Berkley on February 12.

In **Santa Paula, California,** the Chamber of Commerce is showing interest in the manager plan.

Planning Project Crosses State and Local Boundaries

Three communities lying in two states and three counties, although within twenty-five miles of one another, are benefiting from the Tri-Cities Planning

Project started last year by the Land Planning Division of the Federal Housing Administration. The cities embraced are Kingsport and Johnson City, Tennessee, as well as Bristol, which comprises two adjacent cities, one in Tennessee and one in Virginia.

Such handicaps as city, county, and state boundary lines have been overcome through the close coöperation of the city, county, and state authorities and the federal agencies—especially the Tennessee State Planning Commission and the Tennessee Valley Authority—according to Earle S. Draper, assistant commissioner of FHA. He states that the project was initiated to help point the way for small cities to obtain the general benefits and protective aspects of long-range guide plans for sound community development.

"Since December 7," Mr. Draper says, "the technical staff's work in the Tri-Cities area has taken a strong turn toward the war program. Maps and research data on physical conditions and needs of the cities; inquiries into welfare and health services provided locally from the outside; and recently completed analyses of business, industrial, and agricultural activity trends have been applied to current problems precipitated or intensified by the impact of war. Meanwhile, using as a basis these same maps and studies, preparation of guide plans to direct present and future changes in the area is proceeding."

New York Mayor Subject to Council Subpoena

In a precedent-setting decision the New York State Court of Appeals on March 19 ruled that the New York City Council has the right to subpoena papers held by Mayor La Guardia, and that the traditional separation of powers between the executive and legislative branches is not implicit in municipal government.

The question arose from the effort of a council committee investigating Paul J. Kern, then chairman of the Municipal Civil Service Commission, to obtain a report made to the Mayor by one of his assistants regarding certain city employees. The court said: "We have treated the committee's power of inquiry, with process to enforce it, as an essential auxiliary to its legislative function. We cannot say, as does the Mayor, that implicit in those provisions of the charter which prescribe the functions of the Mayor and of the Council is an 'intention to keep the two in a state of isolated independence.'"

Chief Judge Irving Lehman and one other member of the court dissented, saying that the men who drafted the charter were working along the traditional pattern of American government and their product should be so construed; and that unless a limitation on the Council is implied, the mayor's own commissioner of investigation (without express limitation) could subpoena the Council while the Council was subpoenaing the Mayor.

On March 23 Senator Desmond, chairman of the cities committee of the State Senate, introduced a bill providing specifically that municipal governments shall be divided into three distinct branches—legislative, executive, and judicial.

Virginia Adopts Reorganization and Personnel Measures

The Virginia legislature, which adjourned on March 14, enacted many laws affecting the state government and its finances, working in close coöperation with Governor Darden.

The State Highway Commission was increased from five to nine members, effective in July, with one member from each construction district and a chair-

man from the state as a whole. The Division of Motor Vehicles was abolished as such, licensing and police activities being placed under separate heads appointed by the governor. The three-member Unemployment Compensation Commission was also abolished, a single administrator being substituted.

The Game Commission was enlarged from seven to nine members, with a salaried executive director. The terms of members of the Conservation and Fisheries Commissions are to terminate in July, the chairman and two members of each body then to be appointed by the governor for terms coincident with his own.

Penal reform legislation will establish state-wide probation and parole, place direction of penal matters generally in the hands of a new Department of Corrections, and abolish the fee system of compensating sheriffs and city sergeants, placing them on salaries regulated by the State Compensation Board.

A state personnel administration and merit rating system was adopted, applying to promotions within the state service and to employment of new personnel.

Another act will permit the retirement of both state employees and teachers under an actuarially sound plan, at the age of sixty-five, with compulsory retirement at seventy, under a system of joint contributions by members of the system and the state. Maximum pensions will be $1,000 a year.

State Policies on Federalized Employment Service

A survey by the Civil Service Assembly of the United States and Canada of the policies and practices of various states concerning state employment service personnel, which was transferred to federal service by executive order around the beginning of this year, shows a wide variety of attitudes. For example, according to the Assembly:

In California the employees who were transferred were laid off effective December 31, 1941, and their names were therefore placed on departmental and general re-employment lists. The affected employees may either request a refund of their retirement accumulation or leave it in the retirement fund, where it draws interest. The state has paid transferred employees for accumulated vacation time.

In Minnesota the transferred employees have been granted a leave of absence for one year. Membership in the state employees' retirement association, which is mandatory after six months of state employment, is maintained during an accrued leave of absence without pay.

The opinion of the Ohio Attorney General is that the Ohio state employment service ceased to exist when it was transferred to the federal government. However, the former incumbents of the positions are entitled to all the rights afforded by law to civil service employees who have been separated from the classified service without delinquency or misconduct on their part; such employees are placed on appropriate eligible lists, and for a period not to exceed one year are to be certified to an appointing officer as in the case of original appointments.

In Maryland the transferred employees are considered as having resigned to accept federal employment, and thus to have lost the benefit of regulations governing re-employment and credit for prior service. They lose membership in the state retirement system, but have the privilege of renewing their membership, provided they return to the state service within two years and meanwhile leave their previous contributions in the state retirement fund.

The Wisconsin Bureau of Personnel gave each transferee a "military leave", which will preserve for the duration of the war his state civil service status so far as seniority, sick leave, and vacation are concerned.

In Michigan all transfers were placed on a "suspended" re-employment register as of January 1, 1942. This register will not be used for appointments, but will preserve the status of employees who may wish to return to state employment.

States Enlarge Retirement Systems

An increased number of state and local government employees come under retirement plans adopted recently by state legislatures, information from the Municipal Finance Officers Association discloses.

With enactment of a law by the 1942 Maine legislature, eight states now provide for coverage of local as well as state employees by their state retirement systems—the other seven being New York, New Jersey, Ohio, California, North Carolina, Illinois, and Minnesota. The Maine law enables counties, cities, and towns to place some or all of their employees under the state system. Credit for prior service will be given local employees if the local district will pay an accrued liability contribution into the fund.

Three states—Vermont, Tennessee, and New Mexico—last year enacted statutes regarding retirement systems for state employees only, systems found now in approximately half the states. Vermont authorized a state emergency board to adopt a retirement system with compulsory coverage. Employee contributions are limited to two per cent of salary, the state contributing at least equal amounts. Tennessee's legislature authorized creation of a retirement system to be put into effect by executive order, providing for establishment of a trust fund and salary deductions not to exceed a rate of one-half of one per cent. The New Mexico system does not require employee contributions.

The North Carolina retirement system for teachers and state employees went into effect January 1. Other state retirement systems recently effective include the Kansas state teachers' system providing for elective participation by employees in service as of September 1, 1941, a jointly financed system for state employees of Maryland, effective October 1, 1941, and Virginia's newly adopted plan for teachers and state employees.

State Reapportionments Undertaken

A congressional reapportionment act in Pennsylvania is the first completed action by a state this year to redistrict representation in Congress, the Council of State Governments reports.

Pennsylvania had to eliminate one congressional district following the 1940 census; otherwise its thirty-three Congressmen would have had to be elected at large.

Sixteen states had to make changes adding or subtracting one or more seats in the United States House of Representatives following the population shifts revealed by the last census. The method of allocating the 435 House seats to the states by "equal proportions," which was voted by Congress November 15, 1941, gave three more seats to California and one more seat each to six states—Arizona, Florida, New Mexico, North Carolina, Oregon, and Tennessee. One seat each was lost by Illinois, Indiana, Iowa, Kansas, Massachusetts, Nebraska, Ohio, Oklahoma, and Pennsylvania.

The states which took necessary legal action on redistricting in 1941 were Cali-

fornia, Indiana, Iowa, Kansas, Massachusetts, Nebraska, Oregon, and Tennessee. Proposals in Ohio, Oklahoma, and Illinois, in addition to those in Pennsylvania, failed in 1941 legislative sessions and have not been reconsidered.

If a state which gains a representative fails to redistrict before the next congressional election, it may elect the extra member at large. A state losing a congressional seat may eliminate a representative at large if it has any.

Virginia has redistricted for the first time in twenty years. In New York reapportionment proposals for state and federal representation were placed before the legislature in the latter part of March.

Training Schools in New York State

Municipalities in New York State having electric utility departments are given the benefit of a three-day course for employees of such departments, conducted in Syracuse April 15, 16, and 17, and taking up office, accounting, construction and other technical problems, and defense matters.

On April 22, 23, and 24 a training school for municipal finance officials will be held in Albany in the State Office Building under the auspices of the Municipal Training Institute and the State Department of Audit and Control.

In-Service Training for Kentucky Finance Workers

Over a period of several years the University of Kentucky has had an embryonic in-service training program for state and local finance administration personnel. The first systematic effort was made in 1936-37 when a group of state employees asked for a course in general Kentucky state taxation. A series of weekly meetings was attended by twenty-five or thirty public employees—primarily Department of Revenue workers.

After the writer resigned as Commissioner of Revenue and returned to regular work in the University in 1939, employees of the Department of Revenue proposed informal meetings on the University campus once a week to which other interested state and local employees might be invited. It was understood that graduate students in public finance would also participate in the weekly "seminar." These meetings, beginning in the autumn or early winter of 1939-40, were originally attended by about a dozen persons, of whom about half were graduate students. The number grew irregularly until the last meeting in the spring of 1941 when sixty-five or seventy public employees and officials attended.

The national defense program has made demands on the staff which led to the abandonment of the informal "seminar" during the current academic year. It has been in a measure replaced for twelve or fifteen members of the group by an organized graduate course in financial administration. Other organized courses will be presented initially—so far as a regular program is concerned—during the summer of 1942, when four full-time courses planned definitely for finance administration personnel will be offered, each to last about two and a half weeks.

It is contemplated that each course will be presented by a University staff member who has had tax experience or other revelant public administration work in collaboration with a present executive of a state department. The Department of Revenue, for example, will provide the collaborating staff man (or men) for each of at least three courses and will thus assume joint leadership with the University in developing the work.

The four courses are as follows:

Public Administration Principles, beginning June 15, will be offered by a member of the University of Kentucky political science staff who has had experience in the Kentucky Legislative Council research staff, Department of Revenue, and personnel division of the Department of Finance. The work should appeal to administrative assistants and staff personnel as well as to those having to do with budgeting, purchasing, accounting, and other overall finance functions.

Tax Auditing, also beginning June 15, will be planned specifically for workers in tax auditing and for executive personnel to whom they report. The course will be in charge of the widely experienced head of the accounting work of the University in collaboration with the accountant who supervises all income, inheritance, and corporation tax audits of Kentucky. Tax audits involving other sorts of taxes will not be neglected.

Property Assessments, beginning July 2, will be for assessors on the job and for State Department of Taxation field personnel concerned with inheritance tax appraisals and property tax assessments. Primary emphasis will be laid on appraisal methods. The two men in charge of this course have each had extensive assessment and other appraisal experience, one of them being Kentucky's Commissioner of Revenue.

State and Local Taxation, beginning July 23, is a general, broadening course. The employees of a state or local tax department represent state taxation work to the public; they can do a better job if they know what is done elsewhere and what authorities propose. This work will be handled by a former tax official with the close collaboration of the present executive assistant to the Kentucky Commissioner of Revenue.

Although designed for Kentucky fiscal administration personnel, these courses will be open to individuals employed in the federal service as well as the service of other states or their local governments. Individuals who desire the courses but who lack college background will be admitted as special students if they apparently can do the work. Although eligible persons who wish to do so may take any of the courses for University credit, a background of appropriate experience will contribute more toward profit from the work than will academic training.

James W. Martin

Bureau of Business Research
University of Kentucky

New Municipal Law Review

The American Bar Association's Section of Municipal Law, headed by Barnet Hodes, corporation counsel of Chicago, is publishing a new quarterly, the *American Municipal Law Review,* which will deal with problems that confront lawyers engaged in municipal law work. The first issue is scheduled for April. The new journal is part of the program of expanded activity of the Municipal Law Section, and will supersede its former publication, *Legal Notes on Local Government.*

The Legal Research Bureau of New York University will edit both the *Review* and a companion loose-leaf service to be called the *American Municipal Law Survey.* The latter will consist of a comprehensive compilation and review of case law, legal periodicals and books, and notes and comments on court decisions, legislative activity, and administrative rulings. It will pay special attention during the war to material on the impact of war on local government. A loan service for case materials is a part of the new service.

Citizen Action
Edited by Elwood N. Thompson

Seattle League Active in Bitter Election

Reported to Voters on Candidates, Fostered Discussion of Issues

IN THE largest and one of the most bitterly contested municipal elections in Seattle's history, March 10, 1942, incumbent Mayor Earl Millikin was defeated by Municipal Judge William F. Devin. Although Millikin had the active support of the powerful A. F. of L. Teamsters' Union headed by Dave Beck, he lost by over 20,000 votes, receiving 43,541 to Devin's 63,892. Millikin's running mate in the city council, incumbent Paul Revelle, Director of the Joint Council of Teamsters Promotional League, was also defeated by a substantial margin.

The **Seattle Municipal League** through its Candidates Investigating Committee made a thorough factual study of the background and qualifications of candidates and commented on their records in public office and community life. The committee obtained information through public records, questionnaires sent to all candidates, personal interviews, credit reports and hearings. Each candidate was given an opportunity to be heard before the whole committee. The committee's report, after approval by the Board of Trustees, was published prior to the primary and general election. This year 12,000 copies were distributed. The whole of the report was published in the daily papers.

The League, however, neither sponsored a slate nor officially endorsed any of the candidates.

Of Mayor Millikin the League reported: Personal data—fifty-one years old, twenty-three years in Seattle, married, home owner, university graduate. Experience in business and public office—Mayor of Seattle since March 1941; previously statistician in Department of Labor and Industries, history teacher, athletic director at Queen High School; County Auditor 1934-1941. Comments—eleven months' record as mayor indicates lack of considered judgment or independent action.

League Commends Winners

Of Judge Devin the League reported: Personal data—forty-three years old, twenty-seven years in Seattle, married, home owner, university and law school graduate. Experience in business and public office—police judge since 1938, previously attorney for eighteen years, candidate for mayor 1941. Comments—constructive record as police judge, intelligent, reliable, well informed.

Eight positions, including mayor, comptroller, treasurer, three on the city council, and two on the school board, were filled by men who had been commented upon favorably by the League. One other councilman was elected.

The Council of Churches reported that the present administration had failed to clean up vice conditions, but did not sponsor a slate.

Although the *Seattle Times* and *Post Intelligencer* remained nonpartisan, the recently reorganized *Seattle Star* came out in active support of Mayor Millikin.

Under announcements that wages and hours of work were to be discussed, warehousemen, retail store clerks, and teamsters were summoned to union meetings where Dave Beck appeared as guest speaker, with the coming election as his subject. Beck also gave two fifteen-minute radio talks for Millikin in which Judge Devin was denounced as an opponent of organized

labor. These efforts by Beck were made in an attempt to get all of labor behind Millikin. Three days before the election, however, many labor leaders announced that their unions were taking no stand. Election returns indicated that the labor vote was split.

The League's Town Criers,[1] organized to lead objective discussion of public questions, addressed a great many service and community clubs on the five propositions that appeared on the ballot. Arguments pro and con were presented on each issue. The League favored passage of the 3-mill school levy, but took no stand on the others. The school levy and the proposed pay increase to firemen and policemen passed.

ROBERT B. DUNN
Seattle Municipal League

Holyoke, Mass., Surveys Sick City Departments

How to provide an acceptable standard of municipal service and at the same time reduce excessive costs has been the continuing problem of advocates of good government in Holyoke, Massachusetts, for many years.

On several occasions in recent years the Holyoke Aldermanic Board has refused emphatically to call in men skilled in municipal administration to survey ailing city departments. Twice over a decade ago such studies had been made only to have the reports find comfortable resting places in department pigeonholes.

Two years ago the **Holyoke Taxpayers Association** decided on a program to find and bring the facts about sick city departments to the people.

To keep the surveys free from local prejudice against outside authority, and independent of city funds, the Association determined to make the surveys with its own staff.

Two survey reports are now complete and in the hands of public officials. The findings have been made available for community distribution on the widest possible basis.

Public Works was the first department surveyed. It was found to be incredibly ill-equipped and badly organized for its many service activities. The collection of refuse alone was so inadequate as to allow medieval conditions of filth to exist in alleys and cellars. Fire hazards were unbearable under a collection schedule that covered the city only every three to four weeks. The antiquated equipment in use was productive of hernias and other disabilities among the collection crews. The high cost of equipment operation warranted its abandonment and the purchase of new refuse collection equipment with enclosed self-loading bodies.

New equipment has been purchased as an aftermath of the survey and is already in successful operation. Many other recommendations were made, including the adoption of the sanitary fill method of refuse disposal, the installation of a cost system, and thorough overhauling of the general organization of the Department of Public Works.

Following the Public Works survey the Association turned to a study of police activities in Holyoke. The Holyoke public had been critical of the police for many years. Charges that the police have failed in their regular duties, charges of improper conduct, charges of police in politics had been freely made and not always disproved.

The first duty of this survey was to make an inventory of resources, both men and equipment. Immediately it was evident that Holyoke possessed

[1]See "Washington Civic Groups Cooperate to Educate," NATIONAL MUNICIPAL REVIEW, October 1940, p. 692.

more police officers per capita than any comparable industrial city in its population class in Massachusetts. Yet for years police officials in Holyoke had been declaring that they could not cope with their work without more man power. What was the answer? Why was it that one of the best manned police forces in the country could not meet its daily problems?

The survey quickly disclosed one answer to the question when an inventory of equipment and methods of patrol showed that only two cruiser cars were on patrol of the city on a twenty-four-hour basis. Nearly one-half the man power of the department was still employed on foot patrol.

In view of the fact that the advent of the two-way radio and the cruiser car had provided police forces with a cheaper and more intensive method of patrol, Holyoke continued to employ men on foot where cruisers would do a better job and would release men for added service on other assignments.

As this report was written plans were being made by police officials to appoint additional men to an already overgrown police force. In an age when men and machines working together can do vastly more than men ever could do alone, the addition of more men to an already overmanned, but under-equipped, police force simply could not be the right answer.

The survey not only disclosed poor distribution of man power and inadequate equipment but demonstrated that for twenty-five years the basic concern of police administration, recruitment, management of personnel, structural organization, and records had been utterly neglected.

Overshadowing all the lack of achievement was the fact that the major concerns of police administration had been subjected to the petty considerations of politics and the whole department to the destructive interference of politicians.

The survey of both departments clearly showed that the day-to-day political domination of the activities of these departments was due largely to unwise charter arrangements.

So both surveys, aside from their corrective influence on current operations, well document the need of charter revision, long overdue in Holyoke. They provide the necessary ammunition for any citizen group that has the will to struggle for a thoroughgoing municipal reform.

GORDON HUGGINS, *Executive Secretary*
Holyoke, Mass., Taxpayers' Association

New Civics Text for Cincinnati Schools

Once more we have evidence of the kind of practical citizenship which is practiced by the **League of Women Voters.** This particular example, a volume entitled *Know Your City,* was prepared by the Education Committee of the Cincinnati League for use in the civics classes of the public schools of that city.

People concerned about government reform and improvement in citizenship standards constantly bemoan the lack of teaching materials which will challenge the interest of young people in these fields. Here is a guide, a textbook if you will, which should serve as a real inspiration to other groups to go out and "do likewise" in their own communities.

Know Your City makes excellent reading. Mimeographed now, but to be printed after a year's experimental use has shown up any bugs, it contains pictures, maps, and charts and—what is more important—a stimulating text on the municipal government of our "best governed" city.

R. M. W.

Roundup—

More and more evidence indicates that civic organizations are overhauling their programs in the light of wartime conditions—a distinctly healthy sign. Not that we think any organization should turn its attention from the local field, but we do feel that there should be as close a tie-up as possible with the war effort. . . . One excellent example is the February issue of *The Citizen,* a bulletin published by the **Citizens League of Port Huron, Michigan,** which contains an analysis of the civilian defense set-up beginning with the OCD and coming right down to the local defense committee. This is information which the citizen has difficulty in getting for himself and probably would be welcomed by members of other organizations. . . .

February *Civic Affairs,* published by the **Philadelphia Committee of Seventy,** announces a series of weekly radio programs conducted by that organization under the title "Wartime Round Table." These programs are designed to give the public the facts behind the need for conservation of materials vital to the conduct of the war. Such information is certainly the requisite of all well informed citizens, and a civic agency is definitely increasing its usefulness to its members (and, in this case, to the general public) when it seeks to provide it. . . .

Organizations with speakers' bureaus and even those whose members are only infrequently called on for speeches in the community will not want to miss the new mimeographed outline prepared by the Public Relations Department of **Kiwanis International** entitled *The Nation's War Program—Information Material for Kiwanis Speakers.* It's full of all sorts of useful bits of information and should be of help to most anyone speaking on any aspect of the war situation.

An item we intended to mention last month but which somehow slipped by is the January 29 issue of *Greater Cleveland,* published by the **Cleveland Citizens League,** dealing with the subject of home rule. Although the emphasis in this discussion is on Ohio, it is so thorough and complete it will interest all who are concerned with home rule, no matter what their state.

While we're on the subject of *Greater Cleveland* take a look also at the recent issue commemorating the Citizens League's forty-four years of service. You'll find in the text a clear convincing statement of most of the basic ideas on which the work of local agencies for better government are built. You'll also find a clever typographical device by which the main story is told in large readable type, while in the wide spaces between these lines in small type are quotations from national and local thinkers in the field as well as brief sentences summarizing specific goals and accomplishments of the League.

Another useful guide book for citizens who want to analyze their local budgets[1] has recently appeared. It's called *Your Municipal Budget* and is published by the **Pennsylvania Economy League.** In addition to a list of specific questions to be asked about any budget, it contains a very helpful calendar—the latter valid only in Pennsylvania, of course.

We have just seen some excerpts from an exhaustive survey of purchasing in New Hampshire cities, counties, and towns made recently by the **New Hampshire Federation of Taxpayers As-**

[1]See also "New Booklet Tells 'How to Study a Budget,'" NATIONAL MUNICIPAL REVIEW, April 1941, p. 229.

sociations. The survey, which was published in serial form in the *Manchester Union* over a three-week period, received state-wide acclaim.

Apparently the committees of the **Portland City Club** are hard at work this year, as in the past. In the March 6 *Bulletin* there appears a report of the Committee on Education and Recreation on "Teachers Retirement in Portland" which analyzes the subject in some detail and concludes with a series of recommendations.

R. M. W.

Minneapolis Fund Drive Reaches Goal

The **Minneapolis Civic Council's** annual campaign for funds yielded $239,124 this year against a goal of $238,085—to put the campaign over the top with a margin to spare.

A budget of $9,200 to cover "civilian defense" costs was included this year for the first time, writes Allen H. Seed, Jr., executive vice-president of the Civic Council.

This editorial from the *Minneapolis Star Journal* shows what the city thinks of the job the Council is doing:

> For five years now, the civic organizations coördinated in the Civic Council have sought funds for their maintenance in a single annual campaign. The 1942 civic fund campaign, which closed yesterday, is the first of these to reach the goal set: the $238,000 objective will have been slightly exceeded when the few remaining odds and ends have been cleaned up.
>
> It looked like a difficult job, in this war year, to raise needed funds which were hard enough to muster in normal times. The success of the campaign is a measure of the increasing cohesion of our civic efforts, and the kind of job the

Manager Plan and Defense Is Subject of Illinois Essay Contest

The **Illinois Council-Manager Conference,** which is campaigning for the right of Illinois cities to adopt the manager plan, recently announced an essay contest on the subject "The City Manager Plan and National Defense."

The contestants will be Illinois high school students who must submit their essays on or before May 15, 1942, reports Edward M. Martin, secretary of the Conference. Judges will make their decisions without knowing the names of entrants.

Announcements of the contest are being widely circulated over the state. National Municipal League members in Illinois and other residents of the state who attended the League's St. Louis conference last November are on the mailing list.

Essays should deal with the following phases of the subject: What is the city manager plan and how does it compare with other forms of municipal government; what significance, if any, does the plan have for national defense; how widely is the plan in use in the United States; is the plan allowed in Illinois; is it democratic for cities to be denied the right to adopt the plan? A list of references is carried on the announcement.

Two prizes will be awarded—a first of $75 and a second of $25, both payable in United States Defense Savings Bonds. There will also be ten honorable mentions of $5 each in United States Defense Savings Stamps.

The essays will be judged by a committee composed of representatives from twenty-one civic organizations, women's groups, colleges and universities in Illinois.

R. D.

Minneapolis business community can do against odds.

In addition to providing for the normal needs of the organizations represented, the campaign has provided funds for the combat and protective work of civilian defense in Minneapolis without going to the general public. . . .

County and Township

Edited by Elwyn A. Mauck

New York Counties Plan Merit Systems

Must Act by July of This Year on Method under Which They Will Operate

IN CONFORMITY with the Fite law enacted by the New York legislature last year,[1] making application of the merit principle mandatory on all local units of government, New York counties must decide by July 1 how their merit systems will be administered. At the expiration of another year all such plans must be in operation.

Counties are given the choice of direct administration by the State Department of Civil Service, appointment of a personnel officer by the county with examinations and eligible lists prepared by the state department, or establishment of a county civil service commission. For the first plan there is no cost to the county, for the second the estimated cost will range from three to five dollars per employee per year, and for the third from five to ten dollars. Persons employed on July 1, 1942, will be exempt from the examinations.

The legislation specifically provides that the State Department of Civil Service retain supervision over the five counties within New York City; it also specifies that Westchester and Nassau Counties retain the systems adopted by the voters of those counties under their respective home rule charters. Westchester has the personnel officer form of administration with functions handled by the state department; Nassau has a civil service commission.

Of the remaining fifty-five counties, twenty-five have now selected the county commission plan, three have chosen direct state supervision, seven have held hearings but made no decision, and twenty have thus far taken no action. Onondaga County, with the county commission plan, will have the civil service commission of the city of Syracuse merged with it; the same is true for the city and county of Schenectady.

[1] See "New York State Extends Merit System," by Morton Yarmon. NATIONAL MUNICIPAL REVIEW, May 1941, pp. 253-257, 274.

Iowa Taxpayers Study County Government

How to get more efficient government for Iowa counties is a question which the Iowa Taxpayers Association has recently taken under advisement. The Association will consider legislation to improve the present county structure for introduction at the Iowa legislative session which convenes in January 1943.

Rensselaer County, N. Y., Studies Manager Plan

Rensselaer County, New York, which embraces the city of Troy, has begun to study means of improving its governmental structure. A special committee of the Board of Supervisors has been appointed, which is investigating the various forms that provide an executive head of government. The League of Women Voters is undertaking a similar investigation and recently conducted a public forum in order to secure popular expression on this issue.

Reduction of the Board of Supervisors from its present size of thirty-four members also is under consideration.

Taxation and Finance
Edited by Wade S. Smith

"Phony" Balance Sheets

Meaningless Jumbles of Figures Serve Only to Confuse the Taxpayers

EVERY so often the complaint is made that governmental finance is so complicated the layman can't hope to understand it. Obviously, the answer is that it need not be—but the answer loses much of its force when some of the stuff dished out to the local citizenry as statistics on their city's finances is examined.

A clipping is at hand from one of the larger cities of the country, which shall charitably remain nameless in this report, as will the newspaper. It headlined an article on the city auditor's 1941 report as follows:

"——City Assets Are $40,422,066, Liabilities $8,453,641; Net Surplus $31,968,425; Gain Over $1,000,000 in Year."

The article then went on to present balance sheet figures which for the sake of compactness may be arranged in conventional form as follows:

Assets	
Cash	$ 1,682,670
Investments	357,410
Property and plant	27,342,032
Furniture and equipment	9,108,253
Accounts receivable	1,656,734
Operating supplies	274,964
Total Assets	$40,422,063
Liabilities	
Bonds	$ 3,913,953
Warrants	255,253
Accounts payable	1,191,351
Depreciation reserve	3,093,082
Total	$ 8,453,639
Surplus	31,968,425
Total liabilities and surplus	$40,422,064

More serious than the fact that the asset and liability items don't add up into the total promised in the headline, is the fact that the balance sheet as shown is a "phony." If it were a typical corporate balance sheet—say for a manufacturing concern—it would be more than passably informative. As a municipal balance sheet it attempts the forbidden schoolboy trick of adding apples and elephants—plus a few more dissimilar articles as will be seen later.

On its face the statement attempts what is for a municipality the impossible—the merging of current and capital accounts. Furniture and equipment, property and plant, are terms borrowed from corporate finance and their inclusion in a municipal balance sheet springs from the erroneous idea that business in government means copying business forms. Actually, such fixed assets are not assets for balance sheet purposes for a municipality; little if anything could be realized from the sale of fire stations, jails, city halls, city yards, etc., and even if a market existed the city is in no event at liberty to dispose of its fixed assets in the manner in which a private corporation is at liberty to liquidate its assets.

Furthermore, the bonds have no place in the statement—they are not repayable from the fixed assets, but from taxes and other revenues to be received in the future, except of course to the extent that the cash and investments include funds reserved for bond payments. If the reader thinks that these are distinctions which make no real difference, let him try to figure out from the balance sheet just how much of the $31,000,000 surplus is available in cash and quick current assets.

More serious difficulties are inherent in the statement than appear on its face, however. Fortunately, the city involved is one which prepares tolerably satisfactory fund balance sheets, and whose finances are in a general way familiar to this columnist. Thus it is possible to add that the balance sheet reported is a *consolidated* balance sheet, not only merging current and capital accounts but also throwing together the accounts of general government and the city's public service enterprises. The depreciation reserve is noted in the newspaper article to be for "city-owned plants," but that provides the only clue to local newspaper readers.

Tearing down the individual items, further weaknesses of the statement are disclosed. In the state where this city is located governmental activity is by law financed through a multitude of separate funds, while the city is also subject to an over-all tax rate limit. The showing of $1,682,670 cash against warrants of $255,253 and accounts payable of $1,191,351, indicates on its face a liquid current position, with the $1,656,734 accounts receivable (which must include back taxes, since taxes are not elsewhere shown) furnishing a nice additional strength.

As shown, however, all these figures include an undisclosed amount of cash, warrants, and accounts of the public service enterprises, while in addition there is no way of getting at the internal position of the several governmental funds. Perhaps all the cash is for utility funds, and all the warrants and accounts payable are against the limited tax general fund. Or perhaps the cash and investments are all in the sinking funds where they must meet a term bond maturity later in 1942. The balance sheet doesn't say, and the $31,000,000 "surplus" doesn't mean anything one way or the other.

Enough has been said to indicate that the reader of the press article in question would either be confused by what he found, or burdened with a jumble of useless and misleading information. This is especially unfortunate, since the reports of the auditor of the city in question have, in the past at least, been reasonably informative. The newspaper was quite clearly led astray by the inclusion in the audit of just the statement shown, however, and for that the city itself must assume responsibility. The mess could have been easily avoided if:

1. So-called fixed assets had been listed in a separate section of the report, and pointedly excluded from the balance sheets except for the utility enterprises, where they have a legitimate place;

2. Bonds had been listed separately, and only those charges already accrued for bonds and interest had been included in the sinking fund balance sheet;

3. Balance sheets for each separate governmental account had been shown, with the warning plainly evident that state law made meaningless any attempt to consolidate the various funds into one grand total.

No, governmental finance is not inherently complex, but if the lay reader tries to untangle many meaningless jumbles like that quoted, he soon gives up in disgust.

San Diego Protects Its Assessment Records

San Diego County, California, is busily condensing its property assessment records by photographing them to a size small enough for storage in a bank vault as protection against enemy action. The cost is about $2,000.

The records, which provide the basis for assessment of all property in the county—lot books, field maps, and plat maps—are made on negatives which can

be enlarged to original dimensions when needed. They will be filed in steel cabinets in a bank vault some distance from the coast.

The completed record will include some 17,000 pages of lot books, 8,100 sheets of plat maps, and 8,100 sheets of field book maps. Film five by seven inches is used since it is large enough to insure clear-cut enlargement and is of convenient size for taking four pages to an exposure. Panchromatic film is used to bring out the various colored rulings on the books.

The work is being done by a commercial photographer with two assistants, aided by personnel from the assessing department, according to the National Association of Assessing Officers.

Canadian Government Collects All Income, Corporate Taxes

The Dominion government, under arrangements tentatively approved, will give $81,000,000 a year to Canadian provinces for the duration of the war as reimbursement for their vacating the personal income and corporate tax field.

In addition the government, in taking over these two taxes, will pay fiscal need subsidies totaling $3,200,000 to five provinces and will make up to all the provinces any decrease, using 1940 collections as a basis, in the year's gasoline tax collections. This year for the first time the Dominion government is imposing a three-cent gasoline tax.

Two reimbursement plans were offered the provinces under the arrangements both of which will require formal legislative approval.

One plan gives provinces compensation from the Dominion treasury equal to the revenue they and their municipalities had collected from personal income and corporation taxes in the fiscal year ending nearest December 31, 1940. This plan was adopted by Alberta, British Columbia, Manitoba, Ontario, and Quebec.

The alternative proposal was for the Dominion to pay an amount equal to the net debt service of the province during the year ending nearest December 31, 1940, less the revenue obtained from inheritance taxes in that fiscal period. This plan was adopted by New Brunswick, Nova Scotia, Prince Edward Island and Saskatchewan.

Annual payments calculated for the current year for the nine provinces are reported by the Federation of Tax Administrators in the table below.

The 1940 gasoline tax revenues of the provinces, totalling nearly $57,000,000, ranged from $307,901 in Prince Edward Island to $26,608,290 in Ontario.

Provinces	*Compensation for Vacating Tax Field*	*Fiscal Need Subsidies*	*Total Annual Payment*
Prince Edward Island	$ 264,769.94	$ 437,174.02	$ 701,943.96
Nova Scotia	2,585,308.72	324,122.10	2,909,340.82
New Brunswick	3,278,574.15	371,493.30	3,650,067.45
Quebec	29,704,737.49		29,704,737.49
Ontario	28,961,488.80		28,961,488.80
Manitoba	5,034,740.92	600,000.00	5,634,740.92
Saskatchewan	4,330,471.29	1,500,000.00	5,830,471.29
Alberta	4,080,218.67		4,080,218.67
British Columbia	12,048,367.51		12,048,367.51
Totals	$81,288,677.49	$3,232,789.42	$84,521,466.91

Proportional Representation
Edited by George H. Hallett, Jr.
(This department is successor to the Proportional Representation Review)

P. R. in Cripps Proposal to India

Winston Churchill on P. R.
Annual Election in Norris

THE proposal for self-government which Sir Stafford Cripps brought to India from the British government included the use of proportional representation for the election of a constituent assembly to draw up the constitution for the new dominion at the close of the war.

The electorate, according to an Associated Press dispatch of March 29 from New Delhi, would be the entire membership of the lower houses of the legislatures of the British Indian provinces, which would be elected by the people of the provinces as soon as hostilities close. The popular elections would presumably be carried out under the present constitution, which puts certain minorities into separate categories for purposes of representation.

The members of the legislatures voting in the P. R. election would choose about one member of the constituent assembly for every ten members voting. The states under the Indian princes would be invited to appoint additional members in proportion to their populations.

The proposal to use P. R. was based on actual Indian experience as well as the obvious desirability of giving just representation to the widely differing elements of India's population if the constitution is to have a chance of finding general acceptance. P. R. has already been used extensively for important federal and provincial legislative committees and been prescribed on the basis of that use, though not yet applied, for the election of over three-quarters of the members of the Federal Assembly by members of the provincial assemblies. Bengal, Bihar, and Burma have used it in certain indirect elections. Also, the All-India Congress, organized by the people of India themselves, is elected by P. R. by the Congress provincial committees.

The form of P. R. in all these cases is the Hare system or single transferable vote—the same, except for minor details, as that used in New York, Cincinnati, and other American P. R. cities and in all elections of Eire and its predecessor, the Irish Free State.

Sir Stafford Cripps is a most appropriate ambassador to discuss this new P. R. proposal with the leaders of Indian opinion. His father, the late Lord Parmoor, was for many years chairman of the executive council of the British P. R. Society and an honorary vice-president of the American Proportional Representation League.

Winston Churchill on P. R.

Thoughtful men and women in England, intent as they are on the problems of winning the war, are yet giving much thought to the organization of a successful peace after the victory is won.

John H. Humphreys, secretary of the British P. R. Society, wrote in February:

"I am impressed with the thousands of elections that there will be in a post-war democratic world—city councils, state parliaments, national parliaments, federal parliaments, new international representative assemblies. Justinian said: 'Justice is the constant and perpetual will to give every man his due.' If political parties would apply to representation this active conception of justice—going out of one's way to give the other fellow his due—this revolu-

tion in political thought and practice would lift political life in all the democracies onto a higher level of civilization."

For the present, many elections that are overdue are being of necessity postponed, including the election of the British House of Commons. In moving the second reading of the prolongation of parliament bill on October 23, 1940, Home Secretary Herbert Morrison said:

"I make the following statement with the authority of the Prime Minister, the matter having been very carefully considered and a deliberate decision reached: An appeal to the electorate must always remain the final constitutional method of resolving grave issues of national policy. No one can foresee what circumstances will arise, but in normal conditions it will be the desire of His Majesty's Government, when the general election again becomes practicable, to give sufficient notice for the creation of a new register, and this interval would also afford an opportunity for the House to consider, if it so desired, questions connected with changes in our electoral system."

This declaration makes the views of Prime Minister Winston Churchill on the subject of electoral reform of special significance. We are indebted to the British P. R. Society for the following collection of his past statements on the subject:

From an address in the House of Commons, June 2, 1931:

"Having to choose, as we shall have to choose if we are to redress the constitutional injustice, between the alternative vote, the second ballot, and proportional representation in the cities, I have no doubt whatever that the last is incomparably the fairest, the most scientific and, on the whole, the best in the public interest. . . .

"I return to the need for more strength and structure in our Parliamentary life. The collective personality of great cities is an important factor. Manchester, Birmingham, Leeds, Liverpool, Glasgow, Edinburgh, Bristol—what effective expression have they now of their collective intellectual force? When they had, in the days before the great Reform Bill, perhaps only a couple of members apiece, they had a greater influence upon our affairs than eight or ten members representing carved-up communities of no integral strength. They have far less weight than one or two men would have who spoke with the collective authority of those centers of British progress and culture.

"Under the proportional representation scheme, these cities would regain their collective personality and their members, of every hue—Liberal, Conservative, or Socialist—would speak for the opinions of very large numbers of people forming an integral society. The leading figures in our political life would find at the summit of these great cities far more secure and independent seats than is possible today. Our cities would become centers where keen and powerful political debates would proceed, and the public thrashing out of great questions, such as is almost impracticable now, would proceed again before an increasingly attentive audience, and the formation of new opinion in these centers would influence thought in the surrounding districts. . . .

"It is our duty to strengthen the House of Commons. Parliament is all we have, and the House of Commons is the main part of it. . . . Surely care of this central instrument ought to be a sacred trust. Surely the building up of practical, trustworthy, living organs of government ought to be one of our chief cares."

From a radio address of January 16, 1934, entitled "Whither Britain?", as reported in *The Listener* of the next day:

"We hear a great deal about the reform of the House of Lords, but surely both Houses of Parliament ought to be strengthened not only for constructive purpose but to enable them to resist the dangers of dictatorship. . . . These enormous political landslides, which occur now one way and now the other after some stunt election campaign, are harmful both to our trade and livelihood, and to the House of Commons. . . . The present state of the House of Commons is most unhealthy. All views should be represented there . . . If we go on lurching about every few years, now to one side of the road and now to the other, it will not be long before we find ourselves in the ditch."

From an article in the *Evening Standard*, January 24, 1934:

"There is one other reform in the franchise which should be made by the present Parliament and should become operative at the next election. I mean the institution of proportional representation for the great cities."

From an article in the *Daily Mail*, May 29, 1935:

"We are approaching a general election. . . . Whenever it comes it will be a great pity that the government has not carried a measure of electoral reform. . . .

"Men would become stronger in relation to political machinery. It is a bad thing in any society when the power and influence of individuals can only be exerted through their getting hold of the caucus or obtaining an official position. An appreciable part of the freedom and culture of British public life has arisen from the fact that we have always had a large class of independent men who counted.

"Both, therefore, on the grounds of securing a truer representation of the people and of strengthening the House of Commons, I am in favor of electoral reform. First the application of proportional representation, in the first instance to the great cities."

Mr. Churchill's recent utterances on the subject have naturally been less frequent and specific, but the following indicate a firm adherence to his earlier ideals of representative government:

From an address in the House of Commons, June 19, 1941:

"Personally, I labor constantly to secure the power, authority, and prestige of the House of Commons. That shall always be my faithful effort and endeavor."

From his address to the Congress of the United States in Washington, December 26, 1941:

"I am a child of the House of Commons. I was brought up in my father's house to believe in democracy. 'Trust the people'—that was his message. . . . Therefore I have been in harmony all my life with the tides which have flowed on both sides of the Atlantic against privilege and monopoly, and I have steered confidently towards the Gettysburg ideal of 'the government of the people, by the people, for the people.'"

Norris Holds Sixth P. R. Election

The town of Norris, Tennessee, used P. R. for the sixth time to elect its town council on January 31. While Norris, an unincorporated community of approximately 1,250 inhabitants, is owned and managed by the Tennessee Valley Authority, townspeople annually elect a council of nine which serves in an advisory capacity to the town

management,[1] although it has no actual powers.

A total of 279 ballots were cast. This represented somewhat less than half the eligible voters of the town. No invalid votes were cast, although a number of the voters were new in the community and were therefore casting their first ballots under P. R. This may be attributed in large measure to the work of a special committee appointed by the council to acquaint the electorate, through bulletins and news releases, with instructions and regulations regarding P. R. voting.

Three candidates, one of whom received approximately 20 per cent of the first-choice votes, received more than enough first choices to be elected. The transfer of these surplus ballots and the elimination of the lowest ranking candidate resulted in the election of three more candidates. Two candidates were elected on the next transfer, and one on the final transfer of votes. Nine out of ten of the voters helped elect someone for whom they had voted, and approximately 75 per cent saw their first choices elected.

Three of the candidates elected were members of the outgoing council, one had previously served as a member and three had run for the office before. The two women candidates, neither of whom had previously been a candidate for council, were elected. All the defeated candidates were offering themselves for office for the first time.

Two housewives, six employees of the Tennessee Valley Authority, and an employee of the U. S. Bureau of Mines make up the membership of the new council. This council, in addition to acting in an advisory capacity to management, will be concerned with civilian defense and related problems.

At its first meeting the new council designated a mayor and a vice-mayor from its own membership.

M. H. SATTERFIELD, *Chairman,*
Norris Election Commission

[1]For duties of council see "Government of Norris, Tennessee, Studied," by M. H. Satterfield, NATIONAL MUNICIPAL REVIEW, November 1939, pp. 799-800.

ON THE LOCAL FRONT

(Continued from Page 217)

the soldiers. A dance is scheduled one evening a week. Although invitations are sent to some eighty to one hundred soldiers, it is not unusual to have four or five hundred soldiers attend.

In Mesa, Arizona, the officer in charge of the British Cadets was the British representative at the Davis Cup tennis matches. The Mesa High School took special pleasure in offering its lighted field for the use of his men and the athletic association of the school met the cost of twelve dollars a night. A neighboring town, Tempe, is making available its lighted athletic field for rugby and soccer.

In some cases a community must face the combined problem of defense industries and increased military personnel. Such is the case with Englewood, Colorado. This small suburban town on the edge of Denver is surrounded by fourteen plants with war contracts and also serves Fort Logan and Lowry Field. Except for its schools Englewood entirely lacks indoor recreational facilities. This has placed a heavy burden upon the high school building.

Fortunately, the attitude of the school board and the superintendent has been to enlarge community use. The city has appropriated $6,500 for light, heat, and upkeep in order that this building might be used at night. The school district has applied for an addition to the building which will provide an enlargement of the present gymnasium and a community room with a separate street entrance.

Books in Review

Edited by ELSIE S. PARKER

Recent Texts in Politics

American Parties and Elections. By Edward McChesney Sait. (Revised Edition.) New York, D. Appleton-Century Co., 1940. x, 790 pp. $4.00.

The American Party System. By Charles E. Merriam and Harold F. Gosnell. (Revised, Third Edition.) New York, The Macmillan Company, 1940. xi, 476 pp. $3.50.

American Politics: A Study in Political Dynamics. By Peter H. Odegard and E. A. Helms. New York, Harper & Brothers, 1938. xi, 882 pp. $3.50.

Party Government. By E. E. Schattschneider. New York, Farrar & Rinehart, Inc., 1942. xx, 220 pp. $2.50.

Party Government in the United States. By Charles W. McKenzie. (Revised Printing.) New York, The Ronald Press Company, 1939. xi, 509 pp. $3.75.

The Politics of Democracy. By E. Pendleton Herring. New York, W. W. Norton & Company, 1940. 468 pp. $3.00.

Politics, Parties and Pressure Groups. By V. O. Key, Jr., New York, Thomas Y. Crowell Company, 1942. xviii, 814 pp. $3.75.

After teaching the subject of political parties for many years, and after having observed the practice of it at close hand, one of the reviewers of these books, which represent the recent output available for teachers and for the general public, has come to the conclusion that the only way to review is to compare. He might add that in fairness to them or to their publishers one should also include the textbooks of Bruce and Brooks. They are still valuable, but they are not as fresh as those listed here.

It is not our intention here to indicate preferences. Even Clifton Fadiman, the omniscient reviewer of the *New Yorker*, annually revises his judgments, and who are we to fly in the face of tradition and publishers' ambitions? Some teachers like to pick a textbook and stick to it through hell and high water, but others change every year to the vexation of their students and to their own benefit as owners of books

Unfortunately for those who do not relish making frequent changes, the subject of political parties is highly fluid Elections continue to be held with maddening regularity, and enterprising scholars, bitten by the bugs of psychology and statistics, are constantly finding "new light" to throw on the sordid processes of politics.

Merriam-Gosnell is one of the old favorites of teachers of political parties. It no longer appears in the dismal blue binding which used to be one of Macmillan's fixed characteristics, but comes to us now in new and attractive garb, in larger format, and legibly printed on excellent paper. We mention this because no one needs to be told that the content is realistic and philosophical, the point of view still as fresh as it was when Merriam submitted his first manuscript on the subject. If the reader wants the subject presented in thoughtful and dynamic fashion, with proper attention to the position of political parties in the modern world, this is the book to get.

Odegard-Helms, now brought up to date with a separately printed supplement, seems to be admirably suited as an introductory course for young people —freshmen and sophomores. There is a wealth of illustration in it but too much of it is dated. Furthermore, there are altogether too many refer-

ences to New York City. The American Metropolis seems to exercise a fatal fascination for the pundits of the hinterland. The defect in this emphasis is that citizens in Columbus, St. Louis, Fort Worth, Minneapolis, and points west are led to believe that bizarre and corrupt politics is a unique characteristic of our great cities in the east. Still, this is one of the best books for introducing the subject of politics to young people.

Sait's book in its newly revised form is suitable for all levels and is especially valuable for advanced courses. It might even serve as a starting point for research in that a wide selection of primary sources is indicated in the footnotes. Colleges with limited library facilities will find it essential, and individuals and groups who want a single reference work will do well to get it.

McKenzie's style is as heavy as Sait's, but there is less information on current legislation and practices in it, more on the historical development of parties. We believe that it would fill the bill in colleges where a great variety of courses are open to students and where the study of political parties is relatively underemphasized.

Herring is designed for upper classmen and graduate students. It is a mature and thoughtful book, but it is neither orderly nor informative. We have found it useful and urge advanced students to read it—but not without a word of caution against its urbane acceptance of some of the grosser "realities" of politics.

Schattschneider, also a dynamic book, covers the same ground with a more conventional arrangement and more familiar chapter headings. This is an excellent textbook for those who would teach the *problems* of political parties. It would have to be supplemented by reference works when used in college classes—but we know of no better work for adult study groups.

The last book on the list, Key's *Politics, Parties and Pressure Groups*, has just been published and is, therefore, the freshest of the lot. It is also one of the most comprehensive. It is packed with valuable information, it is eminently readable; its tone is philosophical, its point of view liberal, and its approach unselfconsciously pragmatic.

The fact that standard older textbooks in the field of political parties are being reissued in revised form and that so many excellent new ones are now being put on the market is highly encouraging. The trend is definitely toward the objective consideration of the problem of political parties. Practically all writers of textbooks on parties are nonpartisan and idealistic—and by this we mean that they are uncompromising in their devotion to the eternal principles of honesty, liberty, equality, and fraternity. We do not agree with the politicians who assert that the professors are impractical. It is true that they have lacked opportunities to participate actively in political leadership. The present may belong to the politicians, the practitioners, but the future belongs to the theorists—for they monopolize the business of explaining, criticizing, and improving the processes of politics in American Democracy.

Roy V. Peel
Lawrence H. Wendrich
The Institute of Politics
Indiana University

The Mobilization of the Home Front. The British Experience and Its Significance for the United States. By Eric H. Biddle. Chicago, Public Administration Service, 1942. vii, 47 pp. 60 cents.

Eric Biddle watched the British work

out their war problems on the home front during the blitzes between September 1940 and July 1941. He visited the British cities hit hardest.

Then he came home and wrote a forty-seven page pamphlet that ought to be in the hands of every U. S. administrator who deals with the three basic problems of man power mobilization, establishment of defense-connected social services, and civil defense machinery.

"The war will be won on the home front," Mr. Biddle declares in his opening sentence.

In a brief space he then blueprints the metamorphosis in British thinking and administrative organization from a business-as-usual basis to an all-out effort at home of the type we are trying to achieve.

He carefully points out that there are differences in the British and American situations which make it unwise for us to copy exactly. But there are striking parallels from which we can learn, saving both time and pain.

It took time to switch thinking in Britain from what to do with an oversupply of labor to the present question of how to produce for total war with a numerical shortage of workers. But they are solving that problem with some interesting methods which Mr. Biddle outlines.

The British have also learned that in addition to air attacks the Axis attempts to strike at production by disrupting the social system on which it is based. "Hitler has yet to defeat a major power without first undermining its morale."

Hence it is vital to keep up and expand an aggressive program of public service to hold together a home front which has to bear the strain not only of dramatic air raids but of more fundamental dislocation caused by labor shortages, longer hours, the necessity for mobile labor, and all the other dislocations that come with modern war. The British learned that having what are sometimes called in this country "useless social services" may mean the difference between half-hearted and all-out production, and Mr. Biddle cites examples to prove it.

With Mr. Biddle's outline of British organization against death, damage and destruction from air raids we are perhaps somewhat more familiar, but apparently not familiar enough to have done the same things ourselves to an effective degree.

Britain also had to learn.

No one expected that local governments could carry the whole burden alone and it was assumed from the beginning that national financing, national planning, national supervision, would be necessary. The author shows by specific example how the machinery works and how the national, regional, and local efforts are coördinated.

Mr. Biddle concludes with a resumé of administrative principles and some immediate suggestions for action here. He suggests, among other changes, a unified authority for the mobilization of man power under the direction of one agency. Such a step would also dramatize the importance of social services which will keep our man power in repair.

He also thinks there is much to be said for unifying air raid protection with health and welfare services under a single administrator. In an appendix he outlines the wartime expansion of national social programs in Great Britain.

Our whole civilian war system, as he sees it, must dump overboard the outmoded "Maginot Line complex" of "defense" in favor of an aggressive mobilization of human and social resources on the home front for the offensive. E. N. T.

Additional Books and Pamphlets

Art Museums

Survey of Art Institutes and Art Museums. Milwaukee, Municipal Reference Library, 1942. 28 pp. mimeo. 25 cents.

Decentralization

The Denver Plan. The Problem of Decentralization and Disintegration in Cities. Denver, Colorado, Denver Planning Commission, 1941. 19 pp. illus.

Federal Government

United States Government Manual—Spring 1942. By United States Information Service. Washington, D. C., Superintendent of Documents, 1942. x, 698 pp. 75 cents.

Libraries

The Pennsylvania Economy League Surveys the Butler Public Library. Butler, Pennsylvania Economy League, 1941. 44, xl pp.

Regional Library Case Studies. Papers presented at a Meeting of the Library Extension Board June 20, 1941. By Carleton B. Joeckel, etc. Chicago, American Library Association, 1941 and 1942, 26 pp.

Municipal Government

Municipal Authorities in Pennsylvania. Philadelphia, Pennsylvania Government Administration Service, 1941. 32 pp. 25 cents.

Planning

Parks and Public Lands in New Jersey. Report of The Committee on Parks and Public Lands. Trenton, The New Jersey State Planning Board, 1941. x, 41 pp. illus. maps.

Roadside Development. Reports at the Twentieth Annual Meeting by The Committee on Roadside Development, Highway Research Board. Washington, D. C., National Research Council, 1941. 69 pp. mimeo. 50 cents.

Police

Administration of the Police Civil Service Act of 1941. Philadelphia, Pennsylvania Government Administration Service, 1941. 17 pp. mimeo. Ten cents.

The Holyoke Police Department—A Survey.[1] By Gordon Huggins. Holyoke, Massachusetts, Holyoke Taxpayers' Association, 1942. iii, 29 pp.

Social Security

Social Security in War Time and After? Statement and Recommendations by 68 of the Nation's Leading Experts and Students of the Problem, with Comments by William Green, etc. New York City, American Association for Social Security, 1942. viii, 47 pp. 25 cents.

Taxation and Finance

Curtailment of Non-Defense Expenditures. By Henry P. Seidemann. Washington, D. C., The Brookings Institution, 1941. vii, 54 pp. 25 cents.

Fluctuations in Capital Outlays of Municipalities. By Harold Wolkind. Washington, Superintendent of Documents, 1941. vi, 87 pp. 15 cents.

Forced Savings. Edited by Mabel L. Walker. Philadelphia, Tax Institute, 1942. 12 pp. 25 cents.

A Survey of Corporation Taxes in Eastern States. Report of the Department of Governmental Research to the Industrial Development Committee. Newark, New Jersey Chamber of Commerce, 1942. 5 pp.

[1]See "Holyoke Surveys Sick City Departments," page 229 this issue, for further information on this survey.